SORELL COUNCIL

Community Coast Country

NOTICE OF PROPOSED SCHEME AMENDMENT

Sorell Local Provisions Schedule

The following draft planning scheme amendment has been prepared pursuant to the Land Use Planning and Approvals Act 1993: **CERTIFIED AMENDMENT AM-SOR-5-2024-214-1**

SITE: **3 Weston Hill Road (CT 239252/1), 5 Cole Street (CT 230862/1) and 2 Pawleena Road, Sorell (CT 52621/1; 61/654; 222468/1)**

DESCRIPTION:

REZONE FROM GENERAL RESIDENTIAL ZONE, OPEN SPACE ZONE AND LOW DENSITY RESIDENTIAL ZONE TO GENERAL BUSINESS ZONE AND OPEN SPACE ZONE WITH SITE SPECIFIC PROVISION.

The relevant plans and documents can be inspected at the Council Offices at 47 Cole Street, Sorell during normal office hours or at www.sorell.tas.gov.au until Tuesday **4 February 2025**.

Any person may make representation relating to the application to the General Manager by letter or email to sorell.council@sorell.tas.gov.au. Representations must be received on or before the date specified above.

APPLICANT: **Ireneinc Planning And Urban Design**

APPLICATION NO: **DA 2024 / 214 - 1**
DATE: **4 January 2025**

2 PAWLEENA ROAD, 3 WESTON HILL ROAD & 5 COLE STREET, SORELL

ireneinc & smithstreetstudio
PLANNING & URBAN DESIGN

2 PAWLEENA ROAD, 3 WESTON HILL ROAD & 5 COLE STREET, SORELL

Planning Scheme Amendment

Last Updated - 6 December 2024

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1. EXECUTIVE SUMMARY

Ireneinc Planning and Urban Design has been engaged by Wolf Inc to prepare a planning scheme amendment application for properties at 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street Sorell.

The amendment seeks to rezone all three properties to General Business, to facilitate a future large-format retail development at 2 Pawleena Road and a smaller scale mixed use development at 3 Weston Hill Road and 5 Cole Street. All three properties directly adjoin one-another, allowing for interconnectivity and pedestrian movement between Pawleena Road and the Sorell shopping precinct.

The key strategic considerations are as follows:

<u>Sorell Land Supply Strategy - Stage 1 & 2 (2019)</u>

At the time the strategy was prepared, approximately 20% of existing General Business land in Sorell was vacant or underdeveloped.

- These areas have now been substantially developed, leaving just 3% (approx.) of vacant General Business Land.

The strategy indicates the most appropriate growth areas for the township are to the east of the Sorell Rivulet.

2 Pawleena Road is dissected by the rivulet and is adjoined to the east/north-east by a residential subdivision approved for approximately 323 lots. To the south, a further 199 lot subdivision has recently been approved by Council and further land north of 2 Pawleena Road is currently being investigated for rezoning to accommodate more residential growth.

- This demonstrates the township is already expanding east of the Sorell Rivulet.
- The three sites have frontages to Pawleena Road, the Arthur Highway (now part of Cole Street) and Weston Hill Road, providing a high level of accessibility.

3 Weston Hill Road adjoins the rivulet to the west and is currently zoned General Residential but has remained vacant for many years. The rezoning will provide direct connectivity between Weston Hill Road and Pawleena Road, through the provision of vehicle/pedestrian access across the rivulet as part of future development.

<u>Sorell Open Space Strategy 2020</u>

The potential to retain a 10m Open Space corridor through 2 Pawleena Road, connecting into 3 Weston Hill Road provides an opportunity to facilitate Council's broader strategic intent to provide a public link between the residential area to the north/north-east and south, along with the existing Coles precinct to the south-west of the site.

This will increase connectivity between Pawleena Road and existing retail and open space areas within the township and will be investigated further in consultation with Council.

<u>Southern Tasmania Regional Land Use Strategy</u>

The proposal is consistent with the relevant policies, noting that:

- The amendment will address the shortfall in available General Business land in the locality (as outlined in the Economic Impact/Retail Assessment).
- The amendment will consolidate / assist with a one-centre strategy for Sorell (rather than expanding the centre to Sorell east)

- The amendment will facilitate future retail development to fill an existing goods/services gap in the township; and
- Represent the only feasible locations to accommodate additional General Business land within the township.

This is supported by the significant growth experienced in Sorell over the last 5 years, in which the average annual growth rate was 2.9%, compared with just 1.1% for Greater Hobart over the same period. The population is currently estimated at 26,393 persons (2023) and is projected to increase to 33,543 persons by 2041 (+27.1%).[1]

Whilst 5 Cole Street currently supports an existing dwelling, all three sites are underutilised and present a unique opportunity for future development that complements the activity centre hierarchy, whilst addressing the increasing needs of the community.

- If the amendment to rezone 2 Pawleena Road and 3 Weston Hill Road is approved, the concept development for 2 Pawleena Road alone is anticipated to provide approximately 729 jobs (direct and in-direct) in the local area.
- When combined with the interlinked and future mixed use development options at 3 Weston Hill Road, the concept proposal will generate up to 329 permanent employment opportunities and 1,254 direct and in-direct jobs.
- The amended will facilitate development that provides a mix of large-format retail/bulky goods offerings at 2 Pawleena Road, with pedestrian links to smaller scale commercial/residential development on 3 Weston Hill Road - servicing the growing population and economy of Sorell.

To control future development and avoid impacts on the activity centre hierarchy, the amendment includes site-specific floor area requirements of no less than 300m^2 per tenancy. This ensures the proposed large-format retail offering at 2 Pawleena Road is consistent with large-format retail and prohibits the provision of further strip-retailing that may otherwise compete with smaller businesses along Cole Street and Gordon Street to the west.

This assists to preserve the character and function of the existing strip-retail areas within the township. Future use and development of 3 Weston Hill Road provides options for a mixed-use precinct, with options to further activate Weston Hill Road and provide a transition to the higher-order activities at 2 Pawleena Road.

Based on the above and the analysis provided within this report and accompanying documentation, the proposal will demonstrate a significant social and economic benefit to the region.

<u>Site Suitability</u>

2 Pawleena Road is zoned a combination of Low-Density Residential and Open Space and is within 30m of existing General Business land to the west, on the opposite side of the Sorell Rivulet and Cole Street. 3 Weston Hill Road is currently zoned General Residential, but directly adjoins the existing Woolworths precinct which is zoned General Business.

This is similarly the case with 5 Cole Street.

Existing General Business land in the township is generally surrounded by residential development. As a result, options to provide additional General Business land that is capable of supporting more intensive commercial/retail development is significantly constrained.

[1] Economic Impact Assessment, Location IQ (2023: p, 25)

Previous strategic work undertaken in preparation for the Sorell Local Provisions Schedules (Sorell Land Supply Strategy) identified areas further east of 2 Pawleena Road as potentially suitable for expansion, including additional residential land, schools and industrial/commercial areas. Some of this expansion is already occurring with the significant residential subdivisions to the east, however no further land has been rezoned to allow for growth. However, it is clear growth can and should be accommodated to the east of the township, where the Sorell bypass now serves as the informal eastern boundary of the township.

The inclusion of the site at 3 Weston Hill Road presents a unique opportunity to provide a direct connection between the residential subdivisions east of Pawleena Road and established commercial/retail areas within the township, whilst also catering for new mixed-use development.

These properties represent the only logical area for the provision of additional General Business land, to address the retail gaps and demand outlined in the accompanying Economic Impact/Retail Assessment.

All three sites are appropriately separated from the existing strip-retailing areas along Gordon Street but are close enough to the existing supermarket precincts (which are zoned General Business), to represent a logical expansion to the zone. This also ensures General Business land and future development is appropriately consolidated within township and conveniently located to service the township and residential expansions further east, without impacting the existing character and function of the established business areas.

This report forms part of that request for an amendment to the *Sorell Local Provisions Schedules (LPS) and the State Planning Provisions*, which form part of the Tasmanian Planning Scheme.

A site analysis and strategic background is provided, with the requirements of LUPAA, the Regional Land Use Strategy and the relevant State Policies considered accordingly.

1.1 APPLICATION DOCUMENTATION

The application consists of the following documentation:

- Certificate of title documents;
- Economic/Retail Impact Assessment;
- Concept development plan; and
- Flood advice.

2. PROPOSAL

The proposal seeks an amendment to the Sorell Local Provisions Schedules to rezone the properties at 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street to General Business.

It is envisaged that 2 Pawleena Road and 3 Weston Hill Road will be directly linked via publicly accessible pedestrian bridge(s) over the Sorell Rivulet, providing a direct pedestrian link between the town centre and the residential subdivisions east of 2 Pawleena Road.

Sorell supports several existing retail hubs, primarily the Coles and Woolworths developments. The township also supports smaller scale strip-retailing along Gordon Street and Cole Street. The rezoning addresses an identified shortfall of General Business land in the locality and will facilitate a future retail development to meet growing demand for goods/services that are not currently available in Sorell (based on the findings of the accompanying Economic/Retail Impact Assessment).

If the rezoning is approved, 3 Weston Hill Road would be developed first, given the site directly adjoins the existing General Business area and serves as a logical extension of the area. It is envisaged the site would provide lower-order commercial tenancies at ground floor, with potential opportunities for residential/visitor accommodation apartments above.

In contrast, it is intended that 2 Pawleena Road will be developed to provide a large-format retail precinct, comprising moderate to large floorplates for a mix of Bulky Goods Sales, General Retail and Hire and Food Services etc. This component would be developed based on forecast market/community demand, established in the accompanying Economic Assessment.

Whilst no development is proposed as part of this application, a concept plan has been prepared to assist in developing the proposed amendment mechanisms, assess the economic/market demand and benefits and address key strategic and statutory planning requirements.

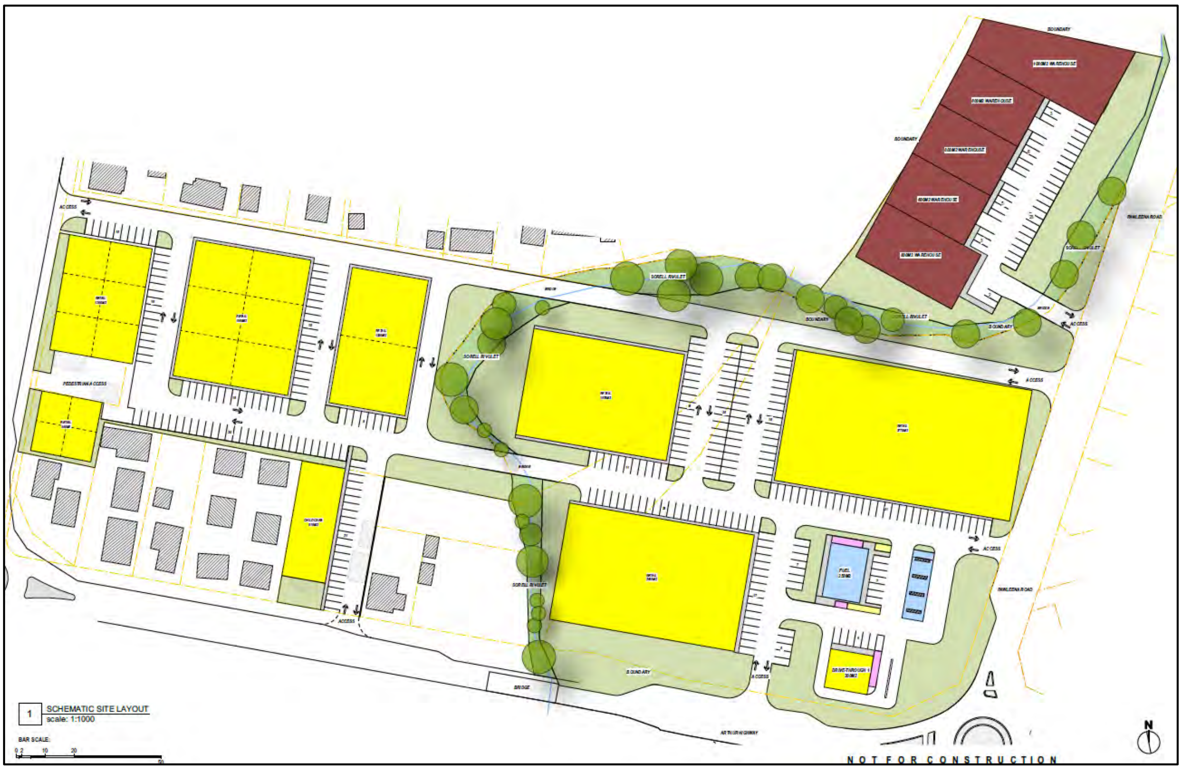

Figure 1: Concept layout, subject to a separate application(s) pending amendment approval (source: McCarthy Architects)

To ensure consistency with the activity centre hierarchy, the amendment includes several site-specific qualifications which will apply to 2 Pawleena Road, requiring floor areas of no less than $300m^2$ for Bulky Goods Sales and General Retail and Hire, which cannot be varied.

This ensures that strip-retailing, such as that found along Gordon Street and Cole Street (comprising smaller retail offerings relying on street level activation) will not be provided, which protects the existing retail hierarchy by mitigating the potential for street-level activity being drawn away from established areas.

The site-specific qualifications will also prohibit the development of further supermarkets at 2 Pawleena Road - following recommendations in the accompanying Economic Impact/Retail Assessment, ensuring that the existing supermarket-based retail developments remain consolidated on existing sites in Sorell, rather than requiring future expansions into Sorell East.

2.1 PRELIMINARY CONSULTATION - SORELL COUNCIL

The proponent has undertaken several preliminary meetings with Council officers, who have provided the following feedback and queries from Council's elected members. These queries include how future development may occur and the associated costs, with specific regard to:

- Proximity and orientation of buildings to the Sorell Rivulet and potential impacts, in terms of:
    - Scale of buildings
    - Extent of future cut and fill

The proposed General Business Zone includes specific building height, setback and design requirements to control use and development. Several of these standards also seek to mitigate potential impacts on adjoining residential areas. The concept plan for the site demonstrates that considerable areas can and will be set aside for landscaping, particularly along the southern side of Pawleena Road, along with significant building setbacks which can be employed to reduce building scale, bulk and form.

- Interface between the rivulet and future buildings, particular south-west corner of 2 Pawleena.
- Provision of reasonable space beside the rivulet, for pedestrian movements
- Natural function of rivulet

The concept plan has been developed to assist in addressing these factors. The provision of appropriate setbacks to the rivulet and the proposed Open Space corridor has been a key consideration. The Open Space corridor is intended to provide a direct pedestrian link between the expanding residential areas east of the site along Pawleena Road and the existing General Business district, including the Coles and Woolworths precincts.

It is anticipated that Weston Hill Road would constitute the first stage of any subsequent development scenario, given the site directly adjoins existing General Business land. The indicative bridge connections would also be developed during the first stage, to enable pedestrian and vehicle access from Pawleena Road to the General Business area. The full development of 2 Pawleena Road would be driven by market/community need and occur across various stages.

Whilst the existing Cole Street bridge provides vehicular access, it provides no pedestrian connectivity, despite previously serving as the only connection point between Sorell and the Arthur Highway. This means the expanding residential areas to the east have no direct pedestrian access to the township, despite being just 165m away (at the shortest point) from the Coles Precinct on the western side of the rivulet. Currently, the only pedestrian bridge provided over the rivulet is located off Pioneer Park, which sits to the south of the existing Coles Precinct. The bridge links into Kidbrook Road, which has been converted into a public walking track. The track continues south along the rivulet until connecting into a new bridge, forming part of the recent Arthur Highway bypass.

The proposed amendment seeks to maintain the existing Open Space Zoning that follows the route of the rivulet. This will ensure future opportunity for a direct pedestrian corridor between the existing township, future retail development across the subject sites and the residential subdivisions to the east. The provision of a pedestrian corridor along will facilitate better access to this section of the rivulet and allow management and improve the health of the waterway.

- Flood impacts
    - Design for flood avoidance, rather than mitigation.
    - High cost of suspended slab construction - is the scope viable?

The site is within an area prone to inundation, as is surrounding land. This includes residential areas that are currently being developed, or in the process of being developed and present a much greater risk regarding life and property. Further use/development of 2 Pawleena Road and 3 Weston Hill road for residential purposes (as per current zoning), presents a greater degree of future risk than future business/commercial use/development, to which the amendment seeks to facilitate.

Whilst flood avoidance will always be the preferred option, there are numerous ways to mitigate flood impacts. The provision of solid retaining walls or other flood protection devices to the rivulet bank would alleviate flooding on the site, at the expense of adjoining properties whilst also contributing to greater flood depths and velocities. Suspended slabs provide a more appropriate alternative, by elevating building and pedestrian areas above natural ground levels within the site. This provides an opportunity to develop sites such as Pawleena Road, whilst continuing to allow flood waters to pass below. Flood modelling undertaken by AD Design and Consulting indicates a suspended slab design would allow flood waters overtopping the rivulet banks (during 1 and 5% AEP events) to continue to spread out beneath the suspended slab, within a controlled environment. Whilst suspended slab designs can be costly, the proponent specialises in commercial construction and specifically suspended slabs. As such, due consideration has been given to this design outcome and it can be accommodated within the overall scope without unduly impacting viability.

- Proximity to the Homemaker Centre at Cambridge Park
    - Is the scope viable?

Whilst the market will determine the ultimate make up of precinct, the proponent has advised that a number of well-established national tenants have expressed interest in both 2 Pawleena Road and Weston Hill Road, over the Cambridge precinct.

- Are the use/development standards within the General Business Zone sufficient to achieve good design outcomes.

The General Business Zone includes specific use standards which require new development to consideration and mitigate impacts on surrounding residential and public amenity. This includes controls and restrictions on hours of operation, external lighting and commercial vehicle movements within 50m of residential zones. Additional standards include requirements for building height to be reduced within 10m of any residential zones, to provide a reasonable transition to residential scale development.

Additional standards apply to discretionary use, requiring such use to ensure no unreasonable loss of amenity to residential areas, to be of an intensity that respects the character of the area and must not compromise or distort the activity centre hierarchy. This includes a specific standard that applies to bulky goods and general retail and hire use/development, restricting gross floor area per tenancy, unless it can be demonstrated there is sufficient demand for greater provision, without impacting other activity centres. The activity centre hierarchy has been a key element in preparing this amendment application, to ensure future use/development on the site can be accommodated without unreasonably drawing customers away from established businesses and business areas.

To achieve this, it must be demonstrated that demand for goods and services is outpacing existing supply. The accompanying Economic and Retail Impact Assessment demonstrates this is already occurring within Sorell and the wider Tasman Peninsula, despite the presence of the Cambridge precinct and other key activity centres such as Rosny Park.

3. SITE DESCRIPTION & OVERVIEW

3.1 THE SITE

The site is comprised of the following titles, outlined in the table and figure below.

ADDRESS	TITLE REFERENCE	DESCRIPTION	AREA
2 Pawleena Road	CT 52621/1	Main house title	1.81ha
	CT 61/654	Adjoins rear of main house title	1.1ha
	CT 222468/1	Paddock to the north of the main house title	6003m²
3 Weston Hill Road	CT 239252/1	Vacant block	1.29ha
	CT 9444/4	Supports existing dwelling	906.6m2
5 Cole Street	CT 230862/1	Supports and existing dwelling	1,537m2

Figure 2: Site with aerial imagery (source: www.thelist.tas.gov.au © State of Tasmania)

3.1.1 2 Pawleena Road

2 Pawleena Road is comprised of three separate titles, providing a total area of approximately 3.5ha with a single dwelling located in the south-eastern corner of the lot. There are 4 existing outbuildings including a garage, two sheds and a shipping container. The remainder of the land is predominantly clear of vegetation, aside from several shrubs/small trees surrounding the banks of the Sorell Rivulet that runs through the centre of the property. Access to the site is via Pawleena Road along its eastern boundary.

However, a recent plan of survey undertaken in 2021 indicates several mapping anomalies on the list map. The exact extent of 2 Pawleena Road is shown in the figure overleaf, where the small protrusion of land to the north of the site is not included within the boundary.

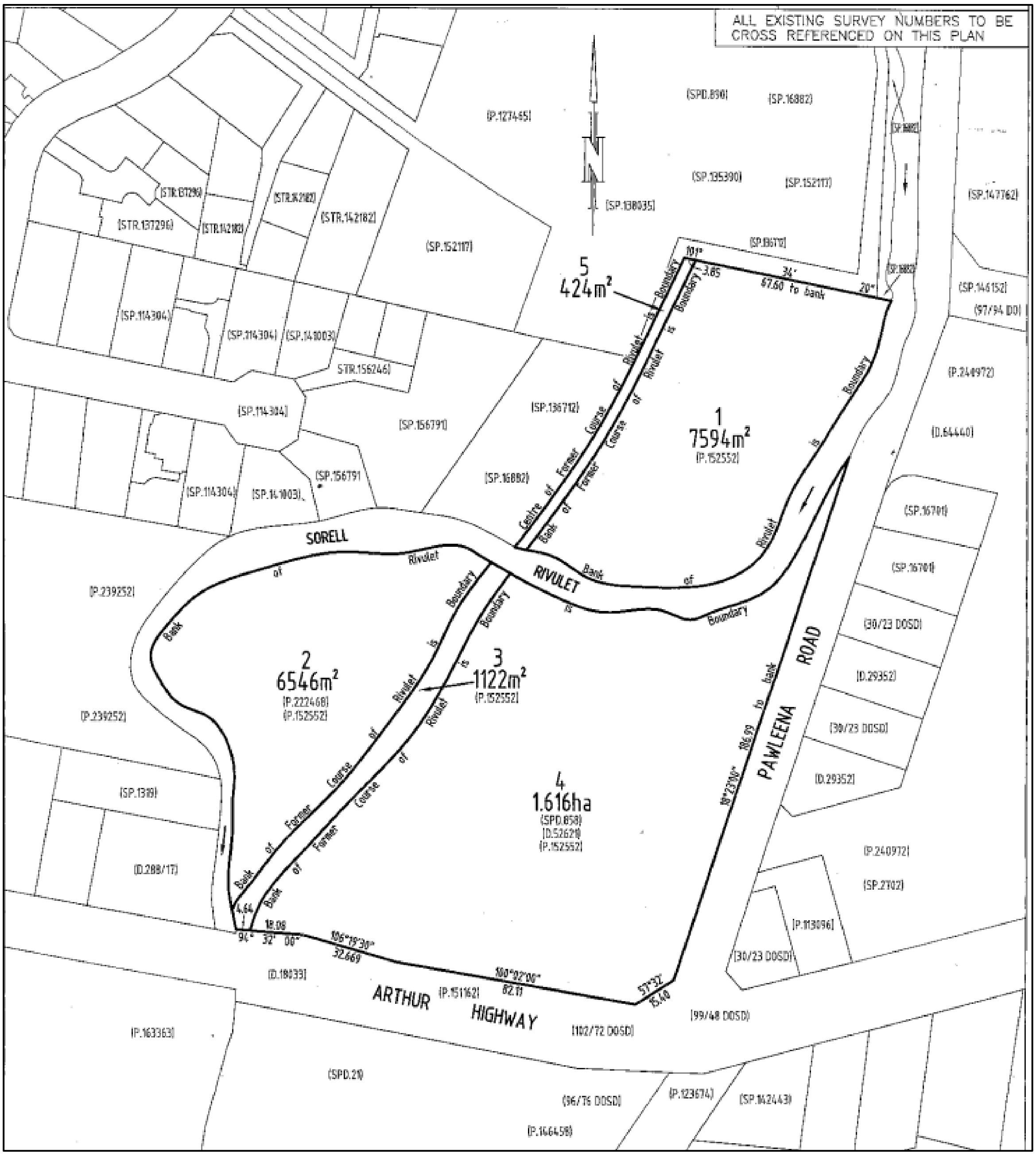

Figure 3: Plan of Survey (source: plan of survey, 2021)

Based on the above, the total area of 2 Pawleena Road is approximately 3.18ha.

3.1.2 3 Weston Hill Road

3 Weston Hill Road is comprised of two titles. The larger of the two has an area of approximately 1.3ha and is currently vacant and undeveloped. This lot directly adjoins the Sorell Rivulet to the east and the site at 2 Pawleena Road.

The smaller title supports an existing single storey dwelling, with two garages and associated crossovers. Both lots have direct frontage to the road, in close proximity to Coles and Woolworths shopping precincts.

3.1.3 5 Cole Street

5 Cole Street is comprised of a single title, with an area of approximately 1,537m2. The site has frontage to Cole Street and supports an existing dwelling and associated outbuildings.

3.2 TOPOGRAPHY & NATURAL VALUES

The topography in the immediate area surrounding the two sites is relatively uniform. The contour levels across 2 Pawleena Road are relatively gently, before reaching the banks of the Sorell rivulet. This is similarly the case across 3 Weston Hill Road. TASVEG 4.0 mapping confirms both properties are classified as an Urban Areas (FUR). The northern portion of 2 Pawleena Road is mapped as containing a weed infestation (FWU). According to the threatened vegetation mapping, no threatened vegetation has been identified on either site.

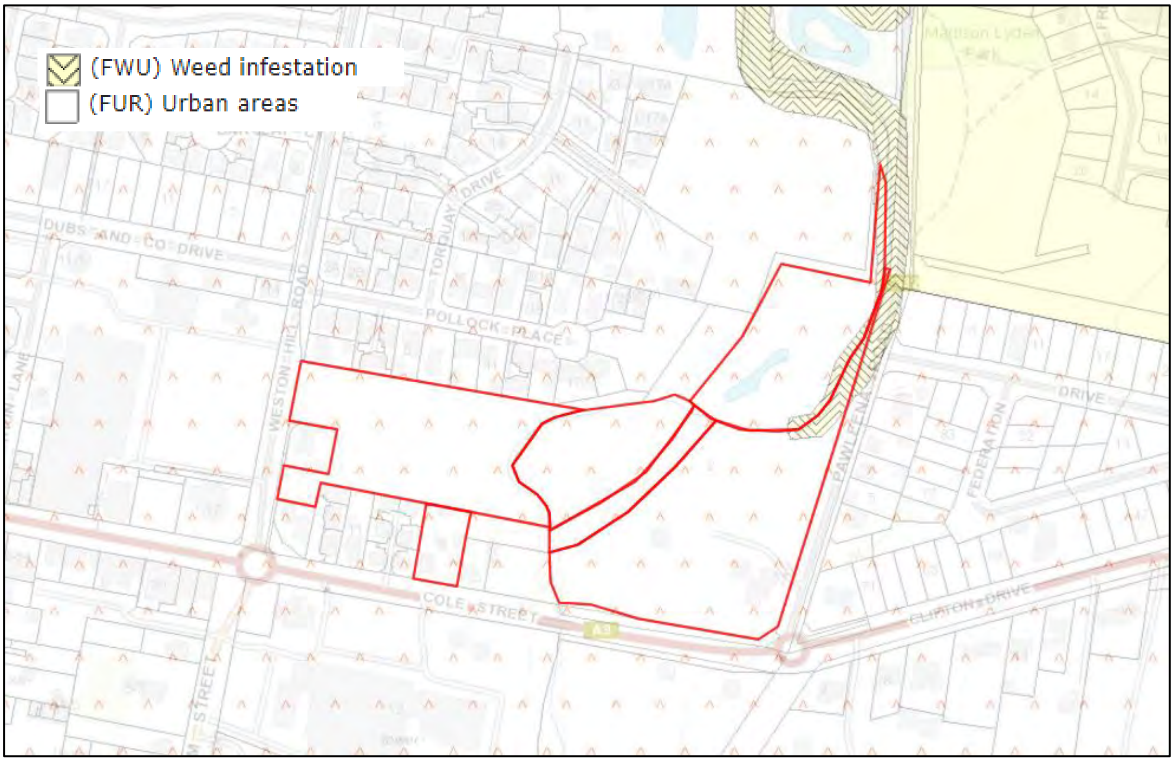

Figure 4: TASveg 4.0 mapping (source: www.thelist.tas.gov.au © State of Tasmania)

3.3 AGRICULTURAL VALUES

The land capability mapping for 2 Pawleena Road indicates the site may possess Class 4 land, as defined as below:

> *Land primarily suitable for grazing but which may be used for occasional cropping. Severe limitations restrict the length of cropping phase and/or severely restrict the range of crops that could be grown. Major conservation treatments and/or careful management is required to minimise degradation.*

Class 4 land is considered well suited to grazing but is limited to occasional cropping or a very restricted range of crops.

However, the more recent mapping undertaken by the State Government indicates both sites and the immediately surrounding area were excluded from the mapping due to the highly developed and constrained urban environment. Given the above, 2 Pawleena Road is unlikely to possess any substantial agricultural value and the proposed rezoning will not result in any loss of agricultural land.

3.4 ABORIGINAL HERITAGE

An initial desktop assessment did not indicate the presence of Aboriginal Heritage Values. However, further review by Aboriginal Heritage Tasmania may be required, where any works on the site may be subject to the *Aboriginal Heritage Act 1975.*

3.5 EUROPEAN HERITAGE

The site is not listed on the Tasmanian Heritage Register and is not subject to the local Historic Heritage Code.

3.6 BUSHFIRE RISK

The entirety of the site is subject to the Bushfire-Prone Area code. The proposed amendment to the Planning Scheme will not result in changes to the way that the Code applies to the site. Bushfire risk can adequately be addressed through a bushfire assessment during the future development application stage.

3.7 ADJOINING LAND USES

2 Pawleena Road is surrounded by residential development to the east and west, along with low-density residential zoning to the north. The southern boundary directly adjoins the Cole Street (formerly part of Arthur Highway, prior to the Sorell bypass). The site is located within 30m of existing General Business Zone which supports the Coles precinct, including bottleshops, bank, café, post office, pharamcy, fuel station and other general retail and food services. This area is considered the primary commercial hub for the township.

An Open Space corridor currently runs centrally through the site, following the route of the rivulet and partially connecting to a Local Government Reserve at Torquay Drive, Sorell.

Significant residential development continues to occur east of the site at 2 Pawleena Road, with two large subdivisions approvals for up to 520 lots. Both subdivisions are currently being developed, with several stages already complete with new dwellings. More recently, approval was granted for an additional 197 lot subdivision on the vacant residential land south of 2 Pawleena Road. The site at 3 Weston Hill Road is currently zoned General Residential and directly adjoins residential land to the north and south. To the west, the site adjoins existing General Business land which supports the Woolworths plaza, including a further bottle shop, fast-food outlet and retail stores. The rear boundary of 3 Weston Hill Road directly adjoins the site at 2 Pawleena Road and the Sorell Rivulet.

3.8 INFRASTRUCTURE AND SERVICES

All three sites are connected to reticulated water services. Whilst a portion of 2 Pawleena Road is not mapped as being serviced, it is envisaged that the southern titles will be consolidated. However, the mapping indicates portions of the site are not currently connected to reticulated sewer infrastructure. Although it is envisaged this can be arranged and undertaken by TasWater at the developer's cost. The sites at 3 Weston Hill Road and 5 Cole Street are fully connected to reticulated water and sewer.

Figure 5: Water serviced land (blue) and Sewer serviced land (pink) (source: www.thelist.tas.gov.au © State of Tasmania)

3.9 MOVEMENT NETWORK

The site at 2 Pawleena Road is accessed via Pawleena Road, which is a sealed Local Government road. Pawleena Road links directly onto Cole Street and Clifton Drive, which then provides access directly to the Arthur Highway. Following the recent completion of the Sorell Bypass, access to the town centre and existing Coles and Woolworths shopping precincts is provided via Clifton Drive, for vehicles travelling toward Hobart, as illustrated below.

Figure 6: Movement network. Site area in red (source: www.thelist.tas.gov.au © State of Tasmania)

These areas serve as the primary commercial hubs of the township, including supermarkets, a bottleshop, bank, café, post office, pharamcy and fuel station.

Whilst the bypass has somewhat reduced traffic flows through the township, further roadworks to improve circulation include a round-about at the junction between Pawleena Road, Cole Street and Clifton Drive, as illustrated overleaf.

The proponent is undertaking futher inveisitgations to provide a pedestrian movement corridor through the centre of 2 Pawleena Road, generally following the route of the rivulet, before crossing over and continuing along the southern side of 3 Weston Hill Road.

The pedestrian corridor would provide a vital link between the residential subdivisions east of 2 Pawleena Road and the town centre. Such a connection is currently not possible without significant alterations/upgrades to the existing bridge across Cole Street which has no provision for pedestrian access.

Figure 7: Aerial image illustrating the completed roundabout (indicated in red) (source: www.thelist.tas.gov.au © State of Tasmania)

4. CURRENT PLANNING SCHEME PROVISIONS

The subject land is within the area of the *Tasmanian Planning Scheme - Sorell.* The following provisions of the scheme are relevant to the site.

4.1 EXISTING ZONING

The site at 2 Pawleena Road is located within the Low-Density Residential Zone, with an area of Open Space Zoning following the route of the Sorell Rivulet. The sites at 3 Weston Hill Road and 5 Cole Street are zoned General Residential, as demonstrated in the below figure.

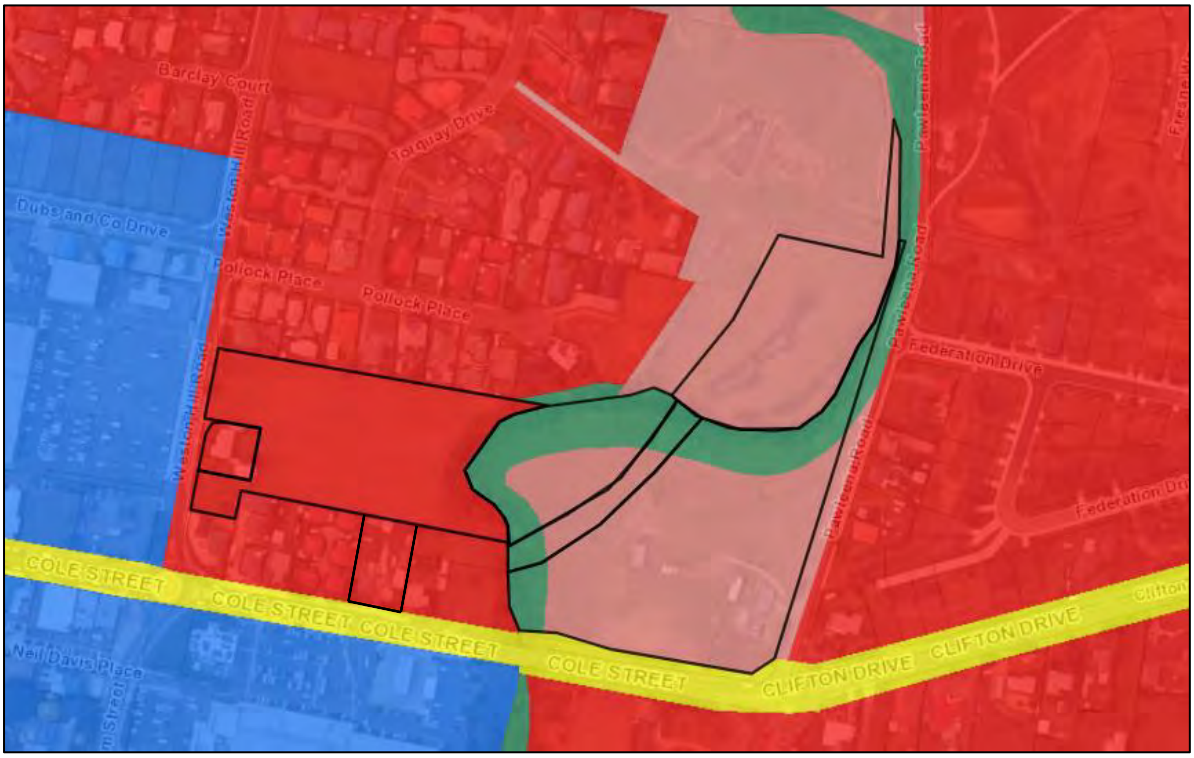

Figure 8: Zoning map, Open space (green), low-density residential (pink), general residential (red) and general business (blue) (source: www.thelist.tas.gov.au © State of Tasmania)

4.1.1 Low Density Residential

The purpose of the Low-Density Residential zone is:

10.1.1 *To provide for residential use and development in residential areas where there are infrastructure or environmental constraints that limit the density, location or form of development.*

10.1.2 *To provide for non-residential use that does not cause an unreasonable loss of amenity, through scale, intensity, noise, traffic generation and movement, or other off site impacts.*

10.1.3 *To provide for Visitor Accommodation that is compatible with residential character.*

The purpose of this zone is to support predominantly residential development. Under the Low-Density Residential zoning, potential future commercial uses of the site for Bulky Goods Sales, Storage, or Vehicle Fuel Sales Services would be prohibited.

Food services (if not for a takeaway food premises with a drive through facility) and General Retail and Hire (if for a local shop) would be discretionary uses within the zone.

4.1.2 Open Space Zone

The purpose of the open space zone is:

29.1.1 *To provide land for open space purposes including for passive recreation and natural or landscape amenity.*

29.1.2 *To provide for use and development that supports the use of the land for open space purposes or for other compatible uses.*

The zone is intended to protect and enhance opportunities for public passive recreation activities and is current applied across the route of the Sorell rivulet.

The amendment will retain a 10m wide open space corridor alongside the rivulet. The corridor will be publicly accessible and provide an opportunity to develop a vital pedestrian link between the residential subdivisions east of 2 Pawleena Road and the township, in consultation with Council as part of subsequent development applications.

It is noted the existing bridge along Cole Street which spans over the rivulet has no footpaths and effectively prohibits pedestrian access to the primary activity areas.

4.1.3 General Residential Zone

The site at 3 Weston Hill Road is subject to the General Residential Zone. The purpose of the zone is outlined below.

8.1.1 *To provide for residential use or development that accommodates a range of dwelling types where full infrastructure services are available or can be provided.*

8.1.2 *To provide for the efficient utilisation of available social, transport and other service infrastructure.*

8.1.3 *To provide for non-residential use that:*

(a) primarily serves the local community; and

(b) does not cause an unreasonable loss of amenity through scale, intensity, noise, activity outside of business hours, traffic generation and movement, or other off site impacts.

8.1.4 *To provide for Visitor Accommodation that is compatible with residential character.*

Whilst the site represents a reasonable residential infill opportunity, it has remained vacant and undeveloped for many years. Given the application seeks to rezone the adjoining site at 2 Pawleena Road to General Business, extending this zoning across the site at 3 Weston Hill Road would address the need for additional General Business land in the locality. It would also provide a unique opportunity to provide an activated and direct public link between the residential subdivisions east of 2 Pawleena Road and the existing General Business area. Such an opportunity is not feasible through the retention of the General Residential zoning.

In addition, the General Business Zone allows for residential use (above ground floor level), ensuring the potential residential infill opportunities currently afforded under the existing General Residential zoning would not be lost.

4.2 OTHER RELEVANT PROVISIONS

4.2.1 Bushfire prone area code

The purpose of this code is to ensure that use and development is appropriately designed, located, serviced and constructed, to reduce the risk to human life and property, and the cost to the community, caused by bushfires. This code only applies to use that is classified as a vulnerable or hazardous use.

A hazardous use means a use where:

(a) hazardous chemicals of a manifest quantity are stored on a site; or

(b) explosives are stored on a site and where classified as an explosives location or large explosives location as specified in the Explosives Act 2012.

As the potential future use may include a fuel services station, the provisions of this code may be applicable. Bushfire risk can adequately be addressed through a bushfire assessment during any future development application stage.

4.2.2 Parking and sustainable transport code

The standards of the Parking and Access Code provide requirements for the provision of car parking based on the proposed use and development of the site. These also require compliance with Australian Standards regarding car parking areas, accesses, and turning sufficient in number and design. The provisions of the Code will be addressed as part of any future Development Applications.

4.2.3 Road and railway assets code

The standards of the Road and Railway Assets Code provide requirements for the continued safety and efficiency of the road and railway networks based on the uses being undertaken on the site. These standards also require compliance with Australian Standards regarding the design of junctions, accesses, maintaining sight lines and level crossings. The provisions of the Code are addressed as part of the Development Application process once specific uses and development are confirmed.

4.2.4 Natural Assets Code

The Waterway and Coastal Protection area applies to a portion of the subject site as described in the figure below.

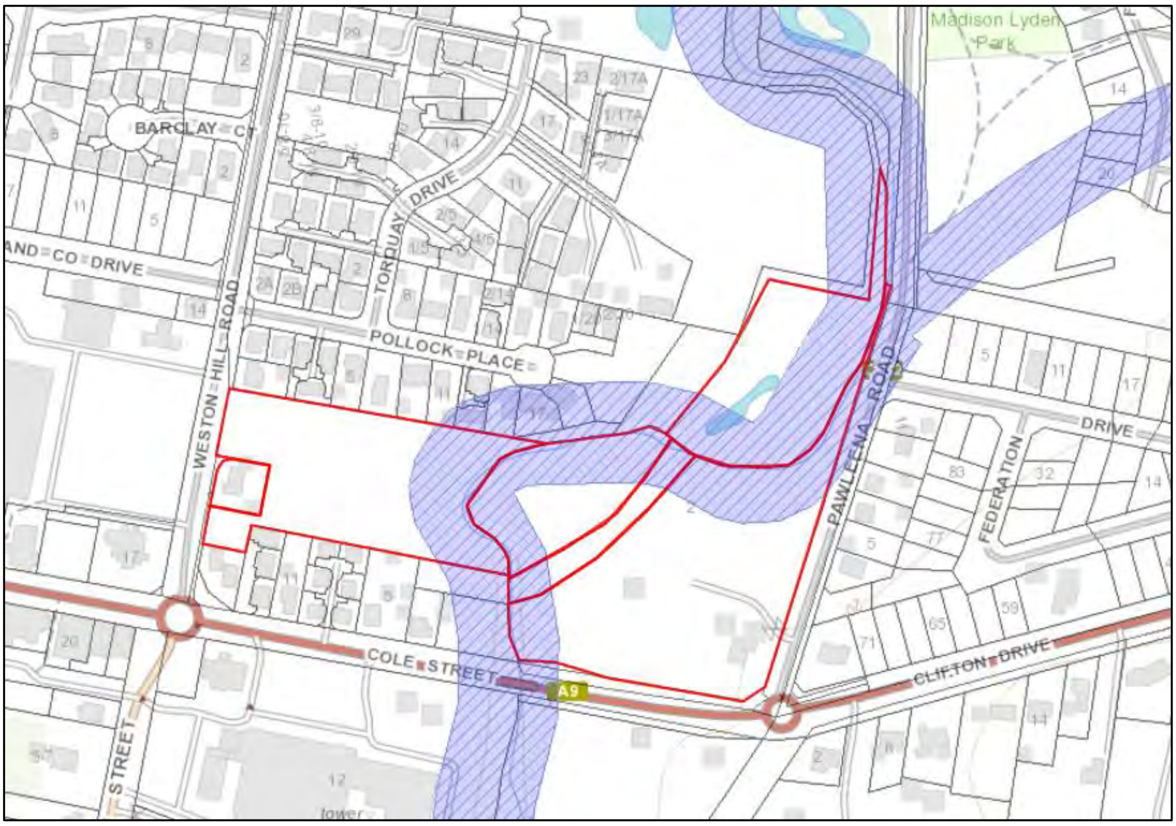

Figure 9: Extent of Natural Assets Code (Waterway and Coastal Protection Area as hatched blue lines) (source: www.thelist.tas.gov.au © State of Tasmania)

Development within the extent of the Waterway and Coastal Protection Area will require consideration of the code's provisions. Any application for proposed buildings or works would likely be required to submit a Natural Values Assessment by a qualified professional to ensure compliance with the overlay requirements.

The report would need to consider potential impacts to the waterway resulting from the development and its requirement to be located within the extent of tidal waters. Issues arising from buildings or works within this area can be addressed during subsequent Development Application stage.

4.2.5 Flood prone areas code

A significant portion of 2 Pawleena Road and a small portion of 3 Weston Hill Road is subject to the Flood Prone Area code, as demonstrated in the below figure.

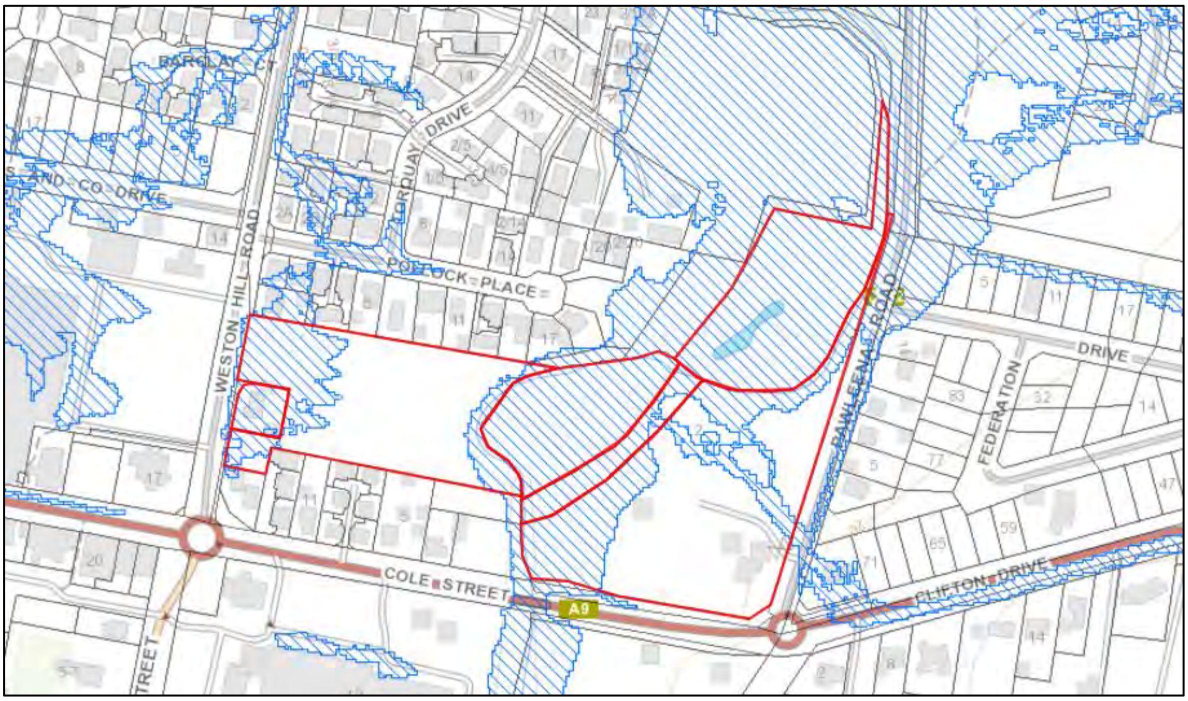

Figure 10: Extent of flood prone area code (source: www.thelist.tas.gov.au © State of Tasmania)

The purpose of this code is to protect life and property from risk of flood and applies to all development within the extent of the code. A preliminary flood report estimates that approximately 13,000m^2 of land is considered developable based on land outside of these overlays.

Development in the flood-affected areas of the sites would need to be undertaken in accordance with the Flood Prone Area Code. A comprehensive flood hazard report will accompany any future application for use or development to ensure the proposal can maintain a tolerable risk from flood.

The applicant has confirmed that a suspended slab design may be required for future buildings within the mapped flood extent and this has been factored into future development costs. Such a design allows a significant portion of 2 Pawleena Road to be developed, whilst continuing to allow for the dissipation of flood depths and velocities across the site.

5. STRATEGIC ANALYSIS

The following is an assessment of the strategic documents that are relevant to the future use and development of the subject land. The *Southern Regional Land Use Strategy 2010-2035* is the key strategic document, with consideration given to local strategies including the *Sorell Council Strategic Plan* and the *Sorell Land Supply Strategy.*

5.1 SOUTHERN TASMANIAN REGIONAL LAND USE STRATEGY

The Regional Land Use Strategy is the key policy document used to facilitate and manage change, growth, and development within Southern Tasmania to 2030.

The document is currently undergoing its first extensive review, which will lay the groundwork for a new strategy post 2030. The following section responds to the strategic directions and policies relevant to the proposed amendment.

5.1.1 Strategic Directions

The following strategic directions are relevant:

> *Strategic Direction 1 - Adopting a more integrated approach to planning and infrastructure.*
>
> *Land use planning identifies where different uses are and ought to be located: houses, shopping centres, industrial areas, schools and hospitals. Different land uses generate different demands on both social and physical infrastructure systems and their relative locations are a key component in managing infrastructure supply and demand.*
>
> *By better integrating land use and infrastructure planning, we can ensure that new development makes use of excess capacity in existing infrastructure, rather than creating demand for new infrastructure in un-serviced areas. Many infrastructure related problems could be avoided or minimised by locating new development so as to maximise the use of existing infrastructure in the short-medium term, and new infrastructure in the longer term.*

The proposed amendment is consistent with SD1, in that the land subject to the amendment is located within the bounds of the Sorell township and directly adjoins serviced commercial land. This ensures future development undertaken across the site is able to make use of existing and planned infrastructure, whilst also contributing new infrastructure (vehicular/pedestrian bridge(s)) to benefit future development and provide much needed pedestrian access across the Sorell rivulet – linking the east and western portions of the township.

> *Strategic Direction 3 - Creating a Network of Vibrant and Attractive Activity Centres*
>
> *Activity centres are places where we work, shop, meet, relax and live. The recognition, protection and strengthening of a network of interconnected activity centres across the region aims to:*
>
> - *Provide a strong basis for economic growth;*
> - *Create opportunities for the more efficient and balanced concentration of goods and services;*
> - *Increase the potential for the exchange of ideas and other synergies among businesses, and for new job creation;*

- *Provide an important focus for communities by increasing opportunities for social interaction;*
- *Make the most of the community's investment in physical and social infrastructure; and*
- *Provide greater opportunities for integrating land use with transport, particularly public transport, and walking/cycling.*

The Activity Centre Network demonstrates how activity centres can logically form a complementary network providing the population with reasonable access to necessary facilities and services.

The accompanying Economic / Retail Impact Assessment demonstrates there is a need for additional general business/commercial land within the township to keep pace with the significant expansion of residential land and development experienced over the last 10 years.

Using the concept plan as a guide, the EIA outlines a range of significant social/community benefits arising from the rezoning and future development of the land, including:

- *Significant improvement in the range of facilities that would be available to local workers and residents, as well as broader catchment area residents - particularly in terms of services and amenity.*
- *The development would result in the retention of spending currently directed to services beyond the catchment, thereby reducing the need for residents and workers to travel further afield (reduced leakage).*
- *Additional employment opportunities both during the construction period, and more importantly, on an ongoing basis (once the development is complete and operational).*

  In total (using the concept plan as a guide), approximately 1,256 jobs are likely to be created both directly and indirectly. This includes youth employment opportunities and ongoing employment alone (i.e. no construction or multiplier-related jobs) is estimated at 329 additional permanent employees.[2]

This is broadly consistent with the strategic direction and the associated Open Space rivulet link and necessary bridge infrastructure (as an integral part of any subsequent concept plan) will improve opportunities for social interaction and integration of traditional and alternative transport modes.

The following sections consider the relevant regional policies.

5.1.2 Biodiversity and Geodiversity

The following relate to Regional Policy 5.5.

BNV 5 Restrict the spread of declared weeds under the Weed Management Act 1999 and assist in their removal.

BNV 5.1 Provide for construction management plans where vegetation clearance or soil disturbance is undertaken that include weed management actions where the site is known, or suspected, to contain declared weeds.

The eastern side of the Sorell Rivulet, as it pertains to 2 Pawleena Road is mapped as having weed species along the northern boundary. A Weed Management Plan will likely be required during any subsequent development application, regardless of zoning.

[2] Economic Impact Assessment, Location IQ (2024, p: 6-7)

At this stage, it is not conclusive as to whether a stand-alone weed and hygiene management plan will be required. The spread of declared weeds could be satisfactorily controlled through conditions on a permit for development when an application is made in future. Measures such as vehicle hygiene and a weed control plan can be implemented for development if required.

5.1.3 Water Resources

The following relate to Regional Policy 6.5

WR 1 Protect and manage the ecological health, environmental values and water quality of surface and groundwater, including waterways, wetlands and estuaries

WR 1.4 Ensure development that includes vegetation clearance and/or soil disturbance is undertaken in accordance with construction management plans to minimise soil loss and associated sedimentation of waterways and wetlands.

WR 2 Manage wetlands and waterways for their water quality, scenic, biodiversity, tourism and recreational values

WR 2.2 Provide public access along waterways via tracks and trails where land tenure allows, where there is management capacity and where impacts on biodiversity, native vegetation and geology can be kept to acceptable levels

The Sorell Rivulet passes centrally through the northern portion of 2 Pawleena Road, before realigning with the eastern boundary, out to the frontage with Cole Street and eventually leads to the Pitt Water-Orielton Lagoon Ramsar wetland.

The rivulet also adjoins the eastern side of the site at 3 Weston Hill Road.

A Soil and Water Management Plan (covering stormwater, sewerage, and surface run-off) may be required during the development application stage to ensure the protection of the rivulet is adequate. This is suggested for any proposed development on the site, and not a measure that would be unique to commercial or business development.

The proposed rezoning is not considered to significantly impact biodiversity values on or nearby the site. It is considered that appropriate measures can be put in place during the LUPAA assessment and construction phases to ensure the ongoing use of the site protects the rivulet.

The amendment provides an opportunity to retain a 10m wide Open Space area following the rivulet, to allow for a future public walkway connecting residential areas east of Pawleena Road to the existing General Business areas, via 3 Weston Hill Road.

This section of the rivulet currently crosses private freehold titles and is not able to form a natural extension of the existing public open space due to the intersection of the heavily trafficked arterial Arthur highway.

5.1.4 Managing Risks and Hazards

The following relate to Regional Policy 8.5

MRH 1 Minimise the risk of loss of life and property from bushfires.

MRH 1.4 Include provisions in planning schemes for use and development in bushfire prone areas based upon best practice bushfire risk mitigation and management.

MRH 1.1 Provide for the management and mitigation of bushfire risk at the earliest possible stage of the land use planning process (rezoning or if no rezoning required; subdivision) by the identification and protection (in perpetuity) of buffer distances or through the design and layout of lots.

The site is contained within the Bushfire-Prone Area code under the planning scheme. The current zoning allows for sensitive uses and development to occur across the site. The surrounding land is predominantly residential in nature. The increasingly suburban/urban environment developing east of Sorell will likely result in a reduction of the bushfire risk in future.

It is considered that bushfire risk and mitigation measures can be adequately addressed at the stage of a future Development Application.

5.1.5 Activity Centres

The following relates to Regional Policy 18.5.

Sorell is defined as a Rural Services Centre under the STRLUS, as outlined below:

Role	To provide predominantly non-urban communities with a range of goods and services to meet their daily and weekly needs. Trips to larger Primary and Principal Activity Centres only required occasionally
Employment	Includes a mix of retail and office based employment servicing the local area or having limited office space requirements. may include one or two larger employers that are not suited to an urban environment.
Commercial including retail	Should offer at least one major or a combination of independent supermarkets and a Sorell range of speciality shops. Local or district level commercial office space servicing the community. May include district offices of government functions if strong correlation to features of the surrounding location
Government services and community infrastructure	Should offer a range of health and cultural facilities required to support rural community: District Health Centre, Service Tasmania outlet, Community Centre/Community Hall. Educational facilities should be provided (at least Primary and Secondary School,). Should be centre of Local Government services within the relevant LGA. May include State Government district offices benefitting from a more rural location (i.e. Park & Wildlife, Inland Fisheries,
Residential	Some limited residential.

According to the STLRUS, the character of an activity centre should be relative to its function, the availability of land, and its overall size and population. Here, it is critical to note that at the time of the strategy's inception in 2010, Sorell had a local suburb population of approximately 2,476 residents.

Since then, the population has almost doubled to 4,445 residents today (ABS, 2011 & ABS, 2021).

In the 12 years since the STRLUS was produced, the needs and expectations of the Sorell community have evolved as outlined in the accompanying Economic Impact Assessment. It is for this reason that greater consideration of economic demand and residential expansion is given under the relevant local strategies (discussed in greater detail in sections 4.2-4.5).

> *AC 1 Focus employment, retail and commercial uses, community services and opportunities for social interaction in well-planned, vibrant and accessible regional activity centres that are provided with a high level of amenity and with good transport links with residential areas.*

AC 1.1 Implement the Activity Centre Network through the delivery of retail, commercial, business, administration, social and community and passenger transport facilities.

AC 1.2 Utilise the Central Business, General Business, Local Business Zones to deliver the activity centre network through planning schemes, providing for a range of land uses in each zone appropriate to the role and function of that centre in the network.

AC 1.3 - Discourage out-of-centre development by only providing for in-centre development within the planning scheme.

Historically, the Sorell rivulet has defined the western edge of the township.

However, the significant growth over the last five years 5-7 years has generated demand for more land. The Sorell Land Supply Strategy (2019) indicated there is limited growth potential to the north and west but identified several key areas for expansion to the east, beyond the subject site.

Since then, several subdivisions have been approved or have stages currently under construction. This includes land directly south of the subject site, which will provide approximately 197 residential lots. Land on the eastern side of Pawleena Road has also been developed and represents approximately 45.4% of the total general residential land within the township (not including midway point). This area has been approved, with several stages already complete providing up to 323 lots.

The Land Supply Strategy also identified new industrial development locations and an indicative growth masterplan for the township, all of which is oriented east beyond the Sorell Rivulet.

Sorell Council is currently investigating options to provide additional General Residential land further north along Pawleena Road and Weston Hill Road.

The township is already expanding to the east and the site at 2 Pawleena Road is located approximately 30m from the Coles precinct which is zoned General Business. The site at 3 Weston Hill Road directly adjoins existing General Business land to the west, forming part of the Woolworths Precinct. This is similarly the case with 5 Cole Street. As such, all three sites are well positioned to provide additional commercial land to support future growth with potential for direct pedestrian link between residential areas east of Pawleena Road and existing business areas east of Weston Hill Road.

The proponent is also investigating options to purchase several properties along Cole Street, between Weston Hill Road and the Coles Precinct, to provide greater connectivity.

AC 1.4 - Promote a greater emphasis on the role of activity centres, particularly neighbourhood and local activity centres, in revitalising and strengthening the local community.

Sorell is identified as Rural Services Centre under the STRLUS, the role of which is to:

> *To provide predominantly non-urban communities with a range of goods and services to meet their daily and weekly needs. Trips to larger Primary and Principal Activity Centres only required occasionally.*

Both pending and approved residential subdivisions east of the Sorell rivulet have and continue to substantially increase the permanent local population. As a result, there is increasing demand for goods/services to meet daily/weekly needs. As outlined in the Economic/Retail Impact assessment, there is a need for large-format retail in Sorell to:

- Cater for ongoing growth in Sorell, providing new goods/services not currently available.

- Minimise vehicle movements and overall reliance on goods/services in Greater Hobart and reduce retail expenditure leakage.
- Provide access to additional goods/services across the wider catchment area.

The rezoning will facilitate future commercial development, with the application of site-specific qualifications to Pawleena Road ensuring future development can be achieved without unreasonably impacting the existing retail functions in Sorell.

Use and development at 3 Weston Hill Road and 5 Cole Street is envisaged to support lower-order general business/commercial tenancies, providing a transition to the large-format retail at 2 Pawleena Road.

The proposal is consistent with AC 1.4.

> *AC 1.6 Encourage an appropriate mix of uses in activity centres to create multi-functional activity in those centres.*
>
> *AC 1.8 Ensure that new development and redevelopment in established urban areas reinforce the strengths and individual character of the urban area in which the development occurs.*

Activity Centres serve as focus areas for services, employment and social interaction in towns and cities, whilst also functioning as primary retail and commercial centres. These centres also serve as community meeting places, centres for government and community services, locations for education and employment as well as entertainment and recreation.

The EIA indicates the existing range of goods/services are insufficient to meet current or anticipated demand. This has resulted in retail expenditure leakage, due to a greater reliance on Rosny Park and Cambridge.

Whilst there is no intention to directly compete with either of those centres, future development of the sites will contribute to the mix of uses, filling an existing gap and assist to retain greater retail expenditure within Sorell. This will include a mix of retail and commercial functions that adhere to the employment requirements of the activity centre. Multi-functionality will be promoted with a potential combination of food services, fuel services, bulky goods sales, general retail and hire, etc. Whilst the zone will allow for a variety of commercial use and development that are reflective of the surrounding zones in the area, the site-specific qualifications will appropriately restrict commercial use to larger tenancies.

This will ensure development on the site is of an intensity that respects the urban nature of the area, is consistent with the growth direction of the township and provides goods/services to support existing/future growth. Future development at 3 Weston Hill Road may include opportunities for residential apartments, above ground floor level.

Overall, the proposal will enhance the viability and vibrancy of the Sorell town centre.

5.2 SORELL COUNCIL STRATEGIC PLAN 2019-2029

The purpose of the strategic plan is to provide an overall community vision and goal over a 10-year period, with revision every 4 years. According to the plan, Sorell is one of Tasmania's fastest-growing municipalities, with recent population growth exceeding state averages. This increase in residential development within the municipality has resulted in greater infrastructure and community needs, where there is an identified lack of goods and services to meet demand.

The following objectives are relevant for the proposal:

> *OBJECTIVE 1 - To Facilitate Regional Growth*

- *Provision of necessary infrastructure and management of assets.*
- *Increased business investment.*
- *Increased employment opportunities, with local jobs for local people.*
- *A contemporary planning model that facilitates diversified growth*

The need to plan, coordinate and deliver physical infrastructure and servicing to support the current and future growth in Sorell is critical. The amendment will facilitate future development in an established urban area, providing new commercial/retail space to increase business investment, employment opportunities and spending within Sorell.

To achieve diversified growth, potential income-generating land within the township must be identified. A diversified economy has the potential to provide a more stable environment to improve economic resilience.

The amendment will facilitate a mix of commercial use and development to provide more localised employment opportunities and increased business investment to meet the needs of residents.

OBJECTIVE 2 - Responsible Stewardship and a Sustainable Organisation

- *A capable and committed workforce.*
- *Delivering the services our community requires.*

With increasing residential development occurring across the township, the need for localised goods and services to support this growth will only increase. The proposed rezoning will allow for the delivery of specific retail opportunities and services to the community, which will also contribute to the retention of a localised workforce.

5.3 SEDRA SOUTHEAST ECONOMIC INFRASTRUCTURE STUDY 2015

The SEDRA report provides an overall framework of staging responsibility and economic feasibility for regional infrastructure provision. As the study was completed in 2015, the data relied upon was drawn from the 2011 ABS Census and revised figures now apply.

However, the document still provides relevant economic considerations within the south-eastern region. Some of the key emerging challenges in the region highlighted within the study are explored below.

Significant population growth

The municipal region has experienced significant population growth, particularly within the last 5 years. At the date of this study, the population across the local government area was projected to increase by over 40% up to 18,841 residents (medium series) by 2036.

Despite this projected increase, the locality has a notably low capacity to meet local resident employment needs, with only 27% of Sorell's residents working within the region at the time of the study.

Figure 11: Jobs self-containment (source: SEDRA 2015)

The future and function of Sorell - as a growing satellite of Hobart is a key consideration for the entire region going forward. As Sorell becomes the epicentre for a range of economic activities and impacts, mitigating the leakage of economic activity out of Sorell will become critical. A strategic increase in the supply of appropriate commercial land is therefore integral.

There is a shortage in the supply of retail/commercial floor space in Sorell. The rezoning of the site will facilitate additional floor space, without exceeding the retail floor space growth forecast as outlined in the accompanying Economic Impact Assessment.

Car reliance

Sorell had a high reliance on motor vehicles for transport to work, where the primary method of travel is by car, with 80% of people in Sorell reliant on cars, compared with the Tasmanian average of 75% and the Hobart average of 56%.

This is partially due to low job containment within the region and a reliance upon Greater Hobart areas such as Rosny Park and Clarence.

Job creation

Job creation in the region is critical to easing in reducing the above pressure points. Planning for the future of Sorell will require identifying more opportunities to support jobs and businesses within the region.

As identified in the above figure, Sorell only employs a small percentage of its population in jobs where they live. Sorell only has enough jobs within the region to employ 39% of its working population (and that is assuming that solely Sorell residents are employed). As a result, more people from Sorell work in Hobart than locally.

As outlined in the accompanying Economic Impact/Retail Assessment, the provision of additional General Business land at 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street (and subsequent future development) will significantly boost job opportunities and access to goods/services that are not currently available, as indicated in the accompanying EIA.

It is anticipated this will assist to reduce vehicle movements to and from Sorell and retain a higher percentage of the working population, mitigating the leakage of economic activities.

5.4 SORELL LAND SUPPLY STRATEGY - STAGE 1

The Sorell Land Supply Strategy - Stage 1 addresses the land supply and demand analysis for residential, industrial and commercial land for the next 20 years.

The *2015 Sorell Township Urban Masterplan* identified future commercial /mixed-use growth areas to the north of the existing commercial district (identified as areas 6 and 7 on the plan below).

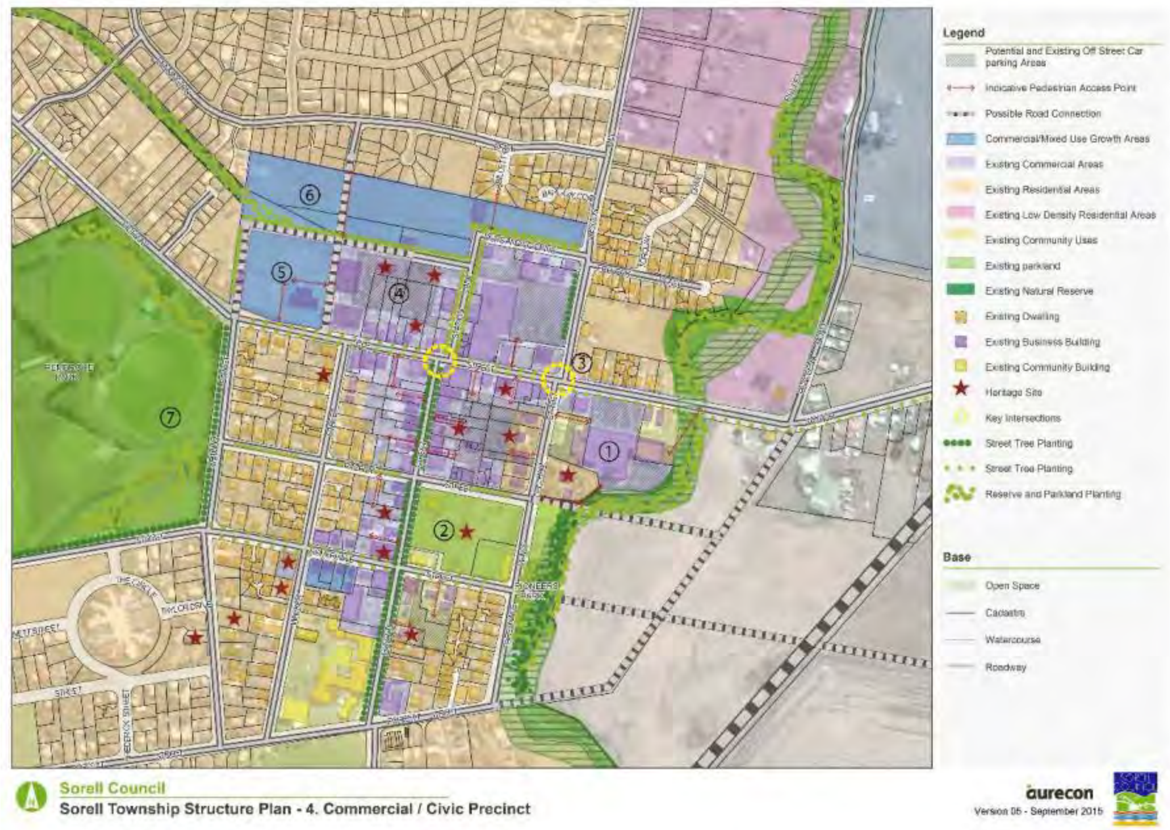

Figure 12: Commercial/Civic Precinct (source: Sorell Township Urban Masterplan, 2015).

The township has approximately 26ha of General Business zoned land in total. The Stage 1 report identified that no additional commercial land would be required as over 20% (6ha) of the existing general business land was vacant. However, this vacant commercial precinct has since been developed in recent years, including:

- The South-East Emergency Services Hub, west of the Council offices at 47 Cole Street
- An early learning centre at 23 Dubs and Co Drive
- Residential development on the western end of Dubs and Co Drive on a 1ha site.
- A development application is currently being advertised for a mixed-use commercial building at 33 Dubs and Co Drive.

These developments have left the township with approximately 6770m^2 (3%) of vacant business land, comprising of 10 small privately owned lots, approximately 650m^2 each in size along the eastern portion of Dubs and Co Drive.

There is now a notable lack of large vacant titles for commercial use and development, with virtually no opportunity for commercial growth left within in the town centre.

In order to provide the range of goods/services to meet growing demand and avoid retail expenditure leakage, additional land is required. 2 Pawleena Road is located approximately 30m from existing General Business land (which supports the Coles precinct) and is suitable for rezoning to meet current/future demand for business land.

3 Weston Hill Road sits directly adjacent to the Woolworths precinct, which is zoned General Business. The rezoning of both sites will provide for a mix of future commercial/retail opportunities, with large-format options restricted to 2 Pawleena Road. Weston Hill Road will also be able to support commercial tenancies, but at a scale respective of the adjoining residential areas. It is envisaged that future development on Western Hill Road will include residential apartments above ground floor level.

5.5 SORELL LAND SUPPLY STRATEGY - STAGE 2

The Sorell Land Supply Strategy - Stage 2 provides an assessment of expansion options for residential, industrial and commercial land. As discussed above, the stage 1 report identified that no additional commercial land would be required within the Sorell township, as at the time, 20% of the existing commercial land remained vacant.

The site at 3 Weston Hill Road is currently zoned General Residential and is within the existing township area. This is similarly the case with 5 Cole Street.

Whilst 2 Pawleena Road was not specifically recognised as an expansion option within the report, the surplus land identified in the Land Supply Strategy has since been developed, leaving the township with less than 3% vacant commercial land.

The strategy recognises that there are limitations as to what directions the Sorell township can grow. Constraints such as topography, irrigated agricultural land, waterways, and existing low-density residential development limit where growth can occur. The potential locations for commercial land are even more limited due to several factors (ie centralised location, access, interface with residential development).

2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street are ideal for General Business zoning several reasons, including:

- Weston Hill Road provides direct connectivity to existing General Business land and the inclusion of a pedestrian link to 2 Pawleena Road also provides a much-needed link to residential expansions further east.
- The location is central to the township, in proximity to existing General Business zoning and surrounding residential areas providing ease of access.
- All three sites have relatively flat topography, ideal for development.
- All sites are either already connected or capable of being serviced by sewer and water, with scope for new connections and extensions to be made to existing infrastructure.

The accompanying Economic Impact Assessment has reviewed the Sorell Land Supply Strategy and determines that:

It is contended that demand has since outpaced these projected levels (as illustrated throughout this report) and that the subject site represents an optimal opportunity and unique location to provide a range of uses that would otherwise be unable to be accommodated within the limited vacant, utilisable, or appropriately-located commercial land throughout the Sorell LGA.

The potential rezoning of the subject site also aligns with the Study, which noted that any surplus land near the town centre had the possibility to be rezoned for commercial purposes.[3]

Whilst the three sites represent a relatively large area when combined, the commercial floor area achievable at 2 Pawleena Road is somewhat restricted by the presence of the Sorell Rivulet, which dissects the site and the desire to maintain a buffer to the rivulet and/or a pedestrian pathway. The increase in dwellings and residential subdivisions and population growth generates demand for additional goods/services. The amendment is an opportunity to facilitate goods/services to support the current growth in Sorell and the wider catchment area - which will assist in reducing leakage and reliance upon out-of-centre services/goods and employment.

If the rezoning is supported, the future commercial uses on the site would be dictated by market demand. However, the findings of the accompanying Economic/Retail Impact Assessment and the restrictions provided through the proposed site-specific qualifications will provide a degree of control over future development across the precinct.

Given the above, the conversion of 3 Weston Hill Road, 5 Cole Street and 2 Pawleena Road to General Business is necessary to secure additional employment opportunities within Sorell to match the residential growth and provide additional goods/services within closer proximity to the primary catchment area.

5.6 SORELL STRATEGIC TRANSPORT NETWORK ASSESSMENT

The strategic assessment was undertaken to consider future growth projections and the potential impacts on State Government transport projects (Sorell Southern Bypass) and the function of the Sorell township, as a key hub for the wider Tasman Peninsula/East Coast area. This document is relevant in determining potential impacts on the road network, if the site at 2 Pawleena Road is rezoned and developed.

One factor that has contributed to the substantial traffic delays (that necessitated the bypass) is the high rate of growth being experienced in Sorell. It is well known that the township has and is still experiencing substantial residential growth - and this has increased vehicle movements to the east, toward Cambridge, Clarence and the Hobart CBD. ABS Census data in 2021 indicates that 8,229 people were in the labour force, with approximately 4,340 working full time. When compared with method of travel to work, 74% of those in the labour force (5,797) travelled to work by car as driver or passenger.[4]

Given the need to undertake substantial highway upgrades to cater for the traffic volumes between Sorell and Cambridge, this suggests a larger number of people in Sorell travel to Cambridge, Clarence and the Hobart CBD for work and to potentially access other goods and services in those centres.

For example, prior to the implementation of the Sorell bypass, the Traffic Impact Assessment prepared as part of the strategic assessment indicated that approximately 60% of vehicles during

[3] Economic Impact Assessment, Location IQ (2024, p: 20)
[4] Australian Bureau of Statistics - Cenus data 2016 & 2021

the AM peak hour and 40% of vehicles in the PM peak hour were travelling unnecessarily through the Sorell township without stopping.[5]

The report also responds to several approved and future residential subdivisions to the north and south of the subject site at 2 Pawleena Road, referred to previously in this report. The strategic assessment refers to the Traffic Impact Assessments undertake for both of these developments, indicating that:

> *The Traffic Impact Assessment for the development proposal at 37 Pawleena Road indicates that up to 323 residential lots are proposed and that the development will include an internal Collector Road that will link Nugent Road to Pawleena Road.*
>
> *The report further notes that the development will take up to 20 years to be fully completed with some 15-25 lots released every stage. At full development the subdivision is therefore likely to generate in the order of 2,584 daily vehicle movements and 258 vehicle movements during the commuter peak hours onto the surrounding road network.*
>
> *The traffic analysis outlined in the report notes that consideration was given to the development site itself as well as the development of 20 Arthur Highway and goes on to conclude that a roundabout will eventually be required at the Pawleena Road / Arthur Road intersection to cater for the traffic generated by the proposed subdivisions.*[6]

The Strategy indicates a round-a-bout would be sufficient to cater for the traffic movements generated by the abovementioned subdivisions - noting that the staging of those subdivisions will spread the anticipated peak traffic demands across a 20-year timeframe. The subdivision to the south of 2 Pawleena Road includes a round-about at the junction between Cole Street, Clifton Drive (formerly part of the Arthur Highway) and Pawleena Road, consistent with the above recommendations.

These works would also assist with traffic management for future development on 2 Pawleena Road if the proposed rezoning is successful. This will allow additional entry and exit options to the site, whilst appropriately managing traffic volumes and improving safety and efficiency.

Notwithstanding, the completed Sorell Bypass has substantially reduced unnecessary traffic movements through Sorell, which increases the capacity of the existing road network within the township to cater for additional growth. Sorell also serves as a key economic and social hub for the wider East Coast region, extending as far as Orford/Triabunna to the north/east and the Tasman Peninsula to the south.

Existing access to 3 Weston Hill Road will be maintained, however access arrangements and traffic flow from future commercial development on the site will need to be carefully reviewed. The proponent is investigating options to purchase several properties between Weston Hill Road and Cole Street, to provide an additional pedestrian/vehicular connection to spread potential traffic movements across multiple access points to managed traffic flow.

As such, the provision of additional business land will assist in alleviating existing and future pressures on the highway and road network by providing additional employment opportunities and goods/services within Sorell, reducing reliance on other centres and the vehicle movements associated with this.

[5] Sorell Strategic Transport Network Assessment (2021: p. 16)
[6] Sorell Strategic Transport Network Assessment (2021: p. 45)

5.7 SORELL OPEN SPACE STRATEGY

OPEN SPACE STRATEGY

Open space classification

The Open Space Strategy recognises the need for open space where populations are increasing, however there are several benchmarks to meeting requirements. Primarily, this includes meeting the needs of the community and protecting/supporting local flora and fauna opportunities.

As per the classification system, there are only three potential typologies that may be applicable to the site:

TYPOLOGY	CHARACTERISED BY	DISCUSSION
Unmanaged open space areas	• Potential future park • May not currently form part of the open space network • Potential redevelopment site with adjoining light industry/bulk good sales.	This typology is likely the most appropriate given the context of the site and its proposed future redevelopment for commercial/ bulky goods sales.
Urban trails	• Bike paths • Pedestrian walkways • Signage • Lighting	An important aspect of urban trails is their connectivity to greater pedestrian or cyclist networks. Given that the rivulet extends across several private freehold titles north of the site and is disconnected from the Sorell Rivulet parklet (Pioneers Park) by the Arthur Highway, activating this space and establishing broad-scale connections has posed a number of challenges. Notwithstanding, the applicant has agreed to retain a 10m wide open space corridor following the rivulet. This area will be made available for a future pedestrian walkway, in consultation with Council to connect the residential subdivisions to the east, with the existing business area in Sorell.
Flora and flora conservation	• No formal facilities • Conservation of foreshore areas • Education signage • Protection of wildlife habitat	As previously discussed, there is a distinct lack of flora and fauna values identified along this portion of the rivulet. Whilst the Pitt Water Orielton Lagoon is a Ramsar listed area that fits within this typology, these values do not extend north along the entirety of the open space zoning. Notwithstanding, the retention of a corridor will provide opportunities for future use of this area as a public walkway.

Principles of Open Space

The following principles are intended to guide the provision of open space and are therefore relevant when considering the overall appropriateness of the site zoning.

Connectivity

All three sites are within proximity to key nodes such as local shops (ie the Coles complex) and to existing and future general residential areas. However, no pedestrian movement corridors or footpaths exist that link the residential subdivisions east of Pawleena Road and the commercial areas within the township.

Whilst new pedestrian footpaths have been provided along the eastern side of Pawleena Road, to service the substantial residential subdivisions and new/existing areas of public open space, the footpaths terminate at the recently completed round-about at the junction between Pawleena Road and Cole Street. The bridge to the west of the round-about, over the Sorell Rivulet would require significant upgrades to facilitate pedestrian footpaths.

The rezoning and future development of 2 Pawleena Road and 3 Weston Hill Road provides a unique opportunity to provide a crucial pedestrian connection between the residential subdivisions east of Pawleena Road and the commercial areas within the township.

If the proposed rezoning is approved, it is envisaged that several bridges would be provided to join the properties, reducing reliance on the existing road network and provide a direct open space/pedestrian movement corridor between Weston Hill Road/Cole Street and Pawleena Road.

Further investigations with Council would be required and addressed as part of a future application on the site.

Accessibility and inclusion

The municipality has an aging population, with the average median age of 43 years. The proposed open space corridor and improved pedestrian connectivity will be developed in consultation with Council, to ensure appropriate accessibility.

Proximity and equitable distribution & variety

As outlined previously, whilst spatially close to the town centre 2 Pawleena Road is serviced by poor pedestrian infrastructure. Nonetheless, there are several other opportunities for open space provision and pedestrian movement corridors to occur within proximity of the site.

Whilst the subdivisions currently under development to the east and south of the site at 2 Pawleena Road include pedestrian infrastructure (such as footpaths and walkway links from the residential land to greenspace/parkland), this infrastructure and public spaces are not connected to the township or broader movement network.

To address this and complement new and existing public open space, the proposed amendment provides an opportunity (in consultation with Council) to provide additional open space and a much-needed pedestrian link to the township.

Priority projects and recommendations

The strategy provides a list of priority areas for consideration. From a municipal level, 'unmanaged open space' such as that following the Sorell Rivulet has not been listed as a priority area for consideration by Council.

However, there is a recommendation for the municipality that any 'missing links' be joined with existing paths in the provision of multi-use trails and paths (high to medium priority). Additional pedestrian footpaths have been provided east of 2 Pawleena Road, providing links between the new residential subdivisions. However, there are currently no pedestrian links across the rivulet to the township which presents a major issue for accessibility.

The potential to retain a 10m wide corridor through 2 Pawleena Road, via 3 Weston Hill Road to the existing commercial/business areas within the township is a significant opportunity to further the objectives of the Open Space Strategy.

The proponent is willing to engage with Sorell Council to determine the best way in which to achieve this, as part of the proposed rezoning.

6. ECONOMIC/RETAIL IMPACT

The accompanying Economic Impact Assessment was prepared by Location IQ and informed by on-site investigations within Sorell. The findings of the report have been referenced throughout this report.

The following provides a summary of the core findings.

6.1 CATCHMENT AREA

The catchment area used to inform the assessment is identified on map 2.2 (page 244) of the report, reproduced below:

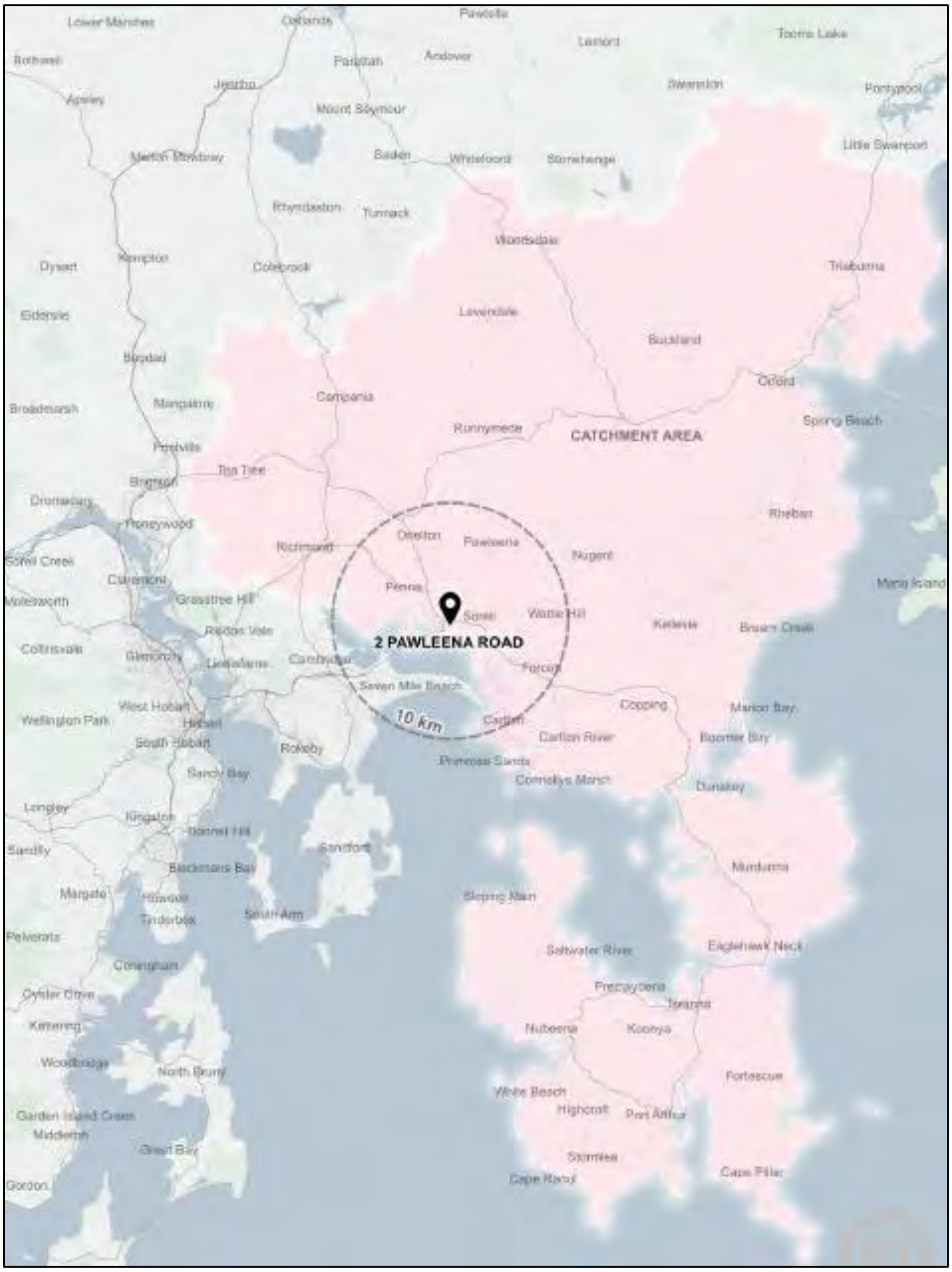

Figure 13: Catchment area (source: Economic Impact Assessment, Location IQ)

The catchment area defines a 10km radius around Sorell, encompassing parts of the Tasman, Clarence, Glamorgan Spring Bay and Southern Midlands LGAs. This has been determined as the area likely to be served by the future development potential of the sites subject to this amendment.

Within the catchment area, population increased from 20,875 people (per 2011 Census) to 25,193 people (per 2021 Census), which reflects an average annual growth rate of 1.9% over a 10 year period.

However, in the 5 year period between 2016 and 2021, the average annual growth rate was 2.9%, compared with just 1.1% for Greater Hobart over the same period.

The population is currently estimated at 26,933 persons (2024) and is projected to increase to 33,533 persons by 2041 (+24.5%). This reflects average growth of 388 persons per annum, or 1.3% - which is generally in-line with the projected Greater Hobart average over the same period. [7]

The data is supported by several large residential subdivisions which have been approved or are currently under assessment. This includes an approved subdivision for approximately 323 lots adjacent the subject site to the east and a proposed subdivision directly to the south of the site, which will provide up to 197 lots.

The current and future growth forecasts identified within the report suggest demand for large format retail offerings will continue to increase, to meet the needs of the growing population within the catchment area.

The data presented in the EIA indicates that:

> *Total retail expenditure levels generated by the catchment area population is currently estimated at $599 million and is projected to increase at an average rate of 2.0% to $842.6 million by 2041.*
>
> *The subject development therefore represents a strong opportunity to retain more of this expenditure - the majority of which is currently escaping the catchment (leakage).*[8]

Leakage occurs where there may be insufficient supply of specific goods/services and retail opportunities within a given area, forcing residents and visitors to travel to other centres, thereby reducing the net spending retained within Sorell.

Under the STRLUS, Sorell is considered a Rural Services Centre, with its role:

> *To provide predominantly non-urban communities with a range of goods and services to meet their daily and weekly needs. Trips to larger Primary and Principal Activity Centres only required occasionally.*[9]

According to the report, a potential cause of retail expenditure leakage from Sorell is due to residents accessing other centres for goods and services that are either not available or undersupplied.

The increased residential growth also drives demand for employment opportunities. The proposed amendment and anticipated future development at 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street could generate an estimated 329 permanent jobs, out of approximately 1,256 direct and in-direct employment opportunities overall (including construction and ongoing employment).

[7] Economic Impact Assessment, Location IQ (2024: p, 28)
[8] Economic Impact Assessment, Location IQ (2024: p. 5)
[9] Southern Tasmania Regional Land Use Strategy 2010-2035 (page 77).

Table 3.1 within the report provides a gap analysis for large format retail, along with a detailed assessment of other offerings, such as medical centres, food services and entertainment. The analysis indicates these use categories could be supported, providing a net social and economic benefit to the area, without impacting the existing retail hierarchy.

Section 3 of the report identifies the broad range of existing use within the General Business Zone, including the substantial offerings provided by the Coles and Woolworths operations.

In order to avoid potential impacts on these uses and the various businesses supported, it is recommended that supermarket offerings be restricted to smaller gross floor areas or restricted entirely. This recommendation has been implemented through the proposed site-specific qualification, which prohibits supermarkets.

The following provides a brief summary of the EIA findings, with respect to each of the potential use categories that may be supported at 2 Pawleena Road.

6.2 ANALYSIS

6.2.1 Large Format Retail

Large Format Retail is a relatively broad term and is not consistently defined, generally encompassing uses that require large floor areas, such as Bulky Goods and General Retail and Hire categories. These use categories are defined below:

> *Bulky Goods*
>
> *use of land for the sale of heavy or bulky goods which require a large area for handling, storage and display. Examples include garden and landscaping materials suppliers, rural suppliers, timber yards, trade suppliers, showrooms for furniture, electrical goods and floor coverings, and motor vehicle, boat or caravan sales.*
>
> *General Retail and Hire*
>
> *use of land for selling goods or services, or hiring goods. Examples include an adult sex product shop, amusement parlour, beauty salon, betting agency, bottle shop, cellar door sales, commercial art gallery, department store, hairdresser, market, primary produce sales, local shop, shop, shop front dry cleaner and supermarket*

The report provides a detailed analysis of existing offerings within the catchment area across these categories, including a shopcount which recorded a total of 131 businesses and tenants. The analysis indicated that only five (5) traditional large format retail offerings were currently provided, with more traditional retail offerings making up the bulk (approximately fifty-four (54).

It was also noted that the vacancy rates were very low, with only two recorded when the report was prepared.

The report broadly supports the rezoning and use of the site, which will represent:

> … *a contemporary large format retail development that would appeal to a broad range of prospective operators that would otherwise be unable to be accommodated within the town (and have current network gaps).*
>
> *Existing zoned land at Sorell would be unable to accommodate larger floorplates and the critical mass (or clustering) that is commonplace within the category.*[10]

[10] Economic Impact Assessment, Location IQ (2024, p: 41)

Whilst the focus within the site will be Bulky Goods/General Retail and Hire use, minimum gross floor areas are proposed through several site-specific qualifications to avoid replication of smaller strip-retailing and in response to considerations raised by Sorell Council.

Use and development on 3 Weston Hill Road is likely to be of a lower order compared to the large-format retail opportunities at 2 Pawleena Road and would include additional offerings, as outlined below.

6.2.2 Medical Services

There is a desire to provide floor space for potential co-located medical tenancies - such as GPs and other allied health services which fall within the Business and Professional Services category.

> *Business and Professional Services*
>
> *use of land for administration, clerical, technical, professional or similar activities. Examples include a bank, call centre, consulting room, funeral parlour, medical centre, office, post office, real estate agency, residential support services, travel agency and veterinary centre.*

The average age of the population in statistical area 3 (Sorell, Richmond and Dodgers Ferry) is 43, with those aged 60-64 representing the highest percentage (7.8%). The second highest was those aged between 55-59 (7.3%), followed by the third and fourth highest brackets consisting of those aged 65-69 (6.8%) and 70-74 (6%).[11]

Whilst there are several existing medical practices within Sorell, including the Sorell Family Practice and the Sorell Doctors, the EIA indicates an existing undersupply of GPs and other Allied Health professionals within the catchment area and wider SA3 statistical area.

It is well known that regional areas (including Tasmania) are struggling with a shortage of GPs.

An ABC news article published in March last year titled; *Regional towns are struggling with GP shortages - this town just lost three,* outlined several new federal and commonwealth government initiatives that have been put in place to encourage GPs and other health professionals to work and live in regional areas. One such initiative from the Federal government, which came into effect in January 2023, will cover university debts for doctors and nurse practitioners who work in regional, remote and rural areas.

According to the ABC article:

> *To receive the benefit, health professionals will have to work for a period equivalent to half the length of their degree in remote areas, while they'll need to work in regional and rural areas for the same duration as their degree.* [12]

Whilst the primary purpose of the amendment is to provide additional general business land to meet growing demand for Bulky Goods and General Retail and Hire, it will also provide additional tenancy opportunities for allied health services.

The initiative, combined with new tenancy space and substantial increase in residential lots may assist in enticing new GPs to live and work in growing areas such as Sorell.

[11] ABS Quick Stats, Statistical Area 3 (2021)
[12] *Regional towns are struggling with GP shortages - this one just lost three*, ABC News (2022) https://www.abc.net.au/news/2022-03-07/rural-towns-facing-gp-shortage/100887820

6.2.3 Food Services

Many large-format retail activities include Food Services offerings, which is defined below:

> *use of land for selling food or drink, which may be prepared on the premises, for consumption on or off the premises. Examples include a cafe, restaurant and take away food premises.*

These offerings are generally limited to take-away food premises, often with drive-through facilities. The report provides a gap-analysis of these offerings within Sorell and the wider catchment area, indicating a total of 17 food catering tenants and 2 fast food offerings, including McDonalds and KFC.

The site concept plan includes provision for two drive-through restaurants. The provision of these offerings will depend on interest from potential operators. Notwithstanding, the EIA states that across Tasmania, there is one nationally-branded fast food restaurant provided for every 6,000 persons (approx.), indicating the Sorell catchment area could support more than four operators.[13]

Service Station

The accompanying EIA outlines that there is 23 service stations provided throughout the catchment area, which is reflective of the major arterial nature of the surrounding road network. There are four service stations located within Sorell.

The report supports the potential provision of an additional service station on the site.

6.2.4 Child Care

The concept masterplan for the site includes potential for a childcare centre. Analysis provided in the EIA indicates there is currently five (5) childcare centres operating within the catchment area with a combined capacity of approximately 353 places.

An additional centre is currently under construction at 136 Penna Road (Midway Point), which will provide an additional 30 places.

However, there is an increasing demand for childcare services across Australia and data presented in the EIA indicates there is an existing under-supply of approximately 200 places within the catchment area, which is expected to worsen to 258 places by 2041.

The proposed amendment and future provision of additional childcare facilities would assist in addressing growing demand and the existing shortfall.

Childcare falls under the Education and Occasional Care use definition under the Tasmanian Planning Scheme. This use is permitted, with no qualification in the General Business Zone.

6.3 RETAIL IMPACT

The General Business Zone supports a wide array of uses, several of which are already provided in a substantial capacity such as the two central supermarkets/shopping centres (Coles and Woolworths). These establishments also incorporate various smaller sub-tenancies, such as cafes, hairdressers, post offices and other smaller retail stores.

The factors considered in the EIA to determine potential impacts are outlined below:

- *The distance of the (impacted) centre, by road, from the proposed development.*
- *The size of the centre, in terms of total retail floorspace.*

[13] Economic Impact Assessment, Location IQ (2024, p: 51)

- *The proposed range of uses, including the potential overlap (or lack of) between categories and tenants.*
- *The quality of offer and unique attributes.*
- *The role and function of the centre.*
- *Relative accessibility compared with the proposed retail development.*
- *The estimated performance of the development (in current sales), accounting for any future developments in the region that may also impact on the future sales of existing centres.*
- *The share of available expenditure which the centre attracts from the identified catchment area of the proposed development.*[14]

Based on these considerations and the site-specific/catchment area analysis, the EIA provides broad support for Bulky Goods and General Retail offerings on the site.

To ensure the arrangement and mix of uses do not unreasonably impact the strip-retailing character within Sorell, minimum floor area requirements for Bulky Goods and General Retail and Hire are proposed, along with a prohibition on supermarkets.

This is approached is supported in the EIA, which states:

> *…consideration could be given to the explicit approval or exclusion of key uses or sub-categories at the subject site - in order to balance any areas of concern for the local community or Council. This may include limiting floorspace of tenant types (such as a supermarket cap of 1,500 sq.m - for example) or restricting key uses that may impact other town centre uses - in order to ensure prospective operators are complementary to the retail offer at Sorell (as opposed to replications).*[15]

This will be achieved through the proposed site-specific qualifications, which will limit floor spaces to the following:

- Bulky Goods Sales and General Retail and Hire, must have a minimum gross floor area of 300m2, per tenancy;
- Supermarket use, which falls under the General Retail and Hire use classification will be prohibited.

This aims to ensure uses are complementary to existing retail offerings, provide options that are not currently available and are consistent with expectations for large-format retail.

The EIA confirms that the rezoning and use of the site for large format retail would not negatively impact the retail/economic viability of existing retail facilities within Sorell and the catchment area, with calculated impacts within the normal competitive range (10% or less).

The EIA also establishes that the proposal will result in a substantial net community benefit, based on the following factors:

- *Significant improvement in the range of facilities that would be available to local workers and residents, as well as broader catchment area residents - particularly in terms of services and amenity.*

[14] Economic Impact Assessment, Location IQ (2024: p, 89)
[15] Economic Impact Assessment, Location IQ (2024: p, 5)

- *The subject development aligns with the various applicable land use and planning strategies, as a well-planned, vibrant, and accessible activity centres that will cater to a range of functions and services, integrate seamlessly with the existing urban fabric, and strengthening the local community.*
- *The site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone and would also help to revitalise and strengthen the retail offering within Sorell. Distributed usage times that will ensure around the clock activation of the precinct without causing congestion.*
- *The inclusion of uses such as large format retail, trade specialists, showrooms, fast food, a service station, gym and fitness operators, entertainment, medical and more - would satiate some of the existing and future demand for such facilities within the catchment areas - and help to plug gaps in the respective networks.*
- *The ability to accommodate operators within amenable tenancies as part of the town centre would mean that prospective brands would no longer need to secure space within industrial precincts (e.g. Pinecrest Industrial Estate), that are not optimised for pedestrian activity/accessibility, or integrated with the town. The additional customer flows and vibrancy created through the precinct would positively impact neighbouring retail facilities and contribute further to the establishment of a critical mass of similar uses.*
- *The development would result in the retention of spending currently directed to services beyond the catchment, thereby reducing the need for residents and workers to travel further afield (reduced leakage).*
- *The creation of additional employment which would result from the project, both during the construction period, and more importantly, on an ongoing basis (once the development is complete and operational). In total, approximately 1,256 jobs are likely to be created both directly and indirectly because of the proposed Sorell development. This includes a number of youth employment opportunities. Ongoing employment alone (i.e. no construction or multiplier-related jobs) is estimated at 329 additional permanent employees, which would earn combined total salary/wages of some $24.3 million. This reflects salary/wages for the local economy, as a direct result of the development alone.*[16]

Based on the assessment provided within the EIA and this report, the proposed amendment to rezone 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street (including future development potential) will result in a significant and positive social and economic impact.

[16] Economic Impact Assessment, Location IQ (2024, p: 95).

7. AMENDMENT FORMAT

7.1 INTENT OF THE AMENDMENT

The intent of the amendment is to rezone the land at 2 Pawleena Road, 3 Weston Hill Road and 5 Cole Street to General Business.

The future development intent for 2 Pawleena Road is to provide for large-format retail, comprising primarily of Bulky Goods Sales and General Retail and Hire. The use/development will be controlled via several proposed site-specific qualifications, implementing minimum gross floor areas to minimise impacts on the existing retail and activity centre hierarchy.

Rezoning 3 Weston Hill Road will also facilitate future commercial development, but of a lesser intensity, supporting lower-order activities along with potential for above-ground residential/visitor accommodation apartments. The zoning will function as an extension to the existing business zone to the west, adjacent to 3 Weston Hill Road to meet the need for larger scale retail generating land within the municipality.

The amendment also seeks to retain and possibly extend a 10m Open Space corridor following the route of the Sorell Rivulet, to facilitate options for a future public walkway.

7.2 SPECIFIC AMENDMENT

The proposed amendment comprises of a rezoning and two site-specific qualifications, applied through the Sorell Local Provisions Schedules.

7.2.1 Rezoning Component

Rezone the following titles which form part of 2 Pawleena Road from Low Density Residential to General Business, retaining a 10m wide Open Space corridor (indicatively shown by the dotted line).

- CT 52621/1
- CT 61/654
- CT 222468/1

The Open Space corridor will require further consultation with Council and GPS points to be taken, to ensure the final zone application is accurate.

Rezone the following titles comprising 3 Weston Hill Road from General Residential to General Business.

- CT 239252/1; and
- CT 9444/4

Rezone the following title comprising 5 Cole Street from General Residential to General Business.

- CT 230862/1

The proposed amendment to the zoning is demonstrated in the figure below.

Figure 14: Site to be rezoned General Business (black), dotted portion to be zoned Open Space (source: the LISTmap, 2022)

The dotted portion of the site would be zoned Open Space, similar to the current Open Space zone on the site, but at a reduced width - to accommodate a future public walkway and connection to 3 Weston Hill Road.

7.2.2 Site-specific Qualifications

Implement the following site-specific qualifications, prepared in accordance with the Tasmanian Planning Scheme Drafting Conventions, into the Sorell Local Provisions Schedule.

Note: These qualifications apply to 2 Pawleena Road ONLY.

Reference Number	Site Reference	Folio of the Register	Description (modification, substitution or addition)	Relevant Clause in State Planning Provisions
SOR - 15.2	2 Pawleena Road, Sorell	52621/1 61/654 and 222468/1	An additional qualification for the No Permit Required Use Class of General Retail and Hire for this site is: “If for: (a) a minimum gross floor area (GFA) of 300m2 per tenancy; and (b) If not for a supermarket.	General Business Zone - clause 15.2 Use Table
SOR - 15.2	2 Pawleena Road, Sorell	52621/1 61/654 and 222468/1	An additional qualification for the Permitted Use Class of	General Business Zone - clause 15.2 Use Table

			Bulky Goods Sales for this site is: "If for a minimum gross floor area (GFA) of 300m2 per tenancy.	

The qualifications have been prepared in response to feedback from Council and the recommendations/findings in the accompanying EIA, to ensure the future development of the site does not compete with the existing retail functions in Sorell.

8. ASSESSMENT UNDER LUPAA

8.1 LPS CRITERIA

Section 32 (3), specifies the following:

(3) Without limiting subsection (2) but subject to subsection (4) , an LPS may, if permitted to do so by the SPPs, include -

(a) a particular purpose zone, being a group of provisions consisting of -

(i) a zone that is particular to an area of land; and

(ii) the provisions that are to apply in relation to that zone; or

(b) a specific area plan, being a plan consisting of -

(i) a map or overlay that delineates a particular area of land; and

(ii) the provisions that are to apply to that land in addition to, in modification of, or in substitution for, a provision, or provisions, of the SPPs; or

(c) a site-specific qualification, being a provision, or provisions, in relation to a particular area of land, that modify, are in substitution for, or are in addition to, a provision, or provisions, of the SPPs.

(4) An LPS may only include a provision referred to in subsection (3) in relation to an area of land if -

(a) a use or development to which the provision relates is of significant social, economic or environmental benefit to the State, a region or a municipal area; or

(b) the area of land has particular environmental, economic, social or spatial qualities that require provisions, that are unique to the area of land, to apply to the land in substitution for, or in addition to, or modification of, the provisions of the SPPs.

The additional subdivisions and subsequent housing have and continue to increase the permanent population, generating greater demand for goods and services and employment opportunities.

As outlined in this report and the accompanying Economic Impact Assessment, additional General Business land is required to meet growing demand for goods/services. Rezoning the site at 2 Pawleena Road will facilitate a future large-format retail development, providing retail options not currently available in Sorell or along the Tasman Peninsula and East Coast.

The inclusion of 3 Weston Hill Road and 5 Cole Street will provide additional land to diversify commercial/retail options in the township and cater for future demand. If the rezoning is approved, the subsequent concept proposal demonstrates potential to provide up to 329 permanent employment opportunities and 1,254 direct and in-direct jobs, reducing reliance on other centers for employment.

Based on this report and the accompanying Economic Impact/Retail Assessment, the proposal is consistent with subsection (4)(a), in that the proposal will result in a significant and positive social and economic benefit to the region and municipal area.

Section 34(2) of the *Land Use Planning and Approval Act 1993,* sets out the LPS Criteria, for which amendments to the Local Provisions Schedules must satisfy, as follows:

(2) The LPS criteria to be met by a relevant planning instrument are that the instrument -

(a) …

(b) …

(c) furthers the objectives set out in Schedule 1; and

(d) is consistent with each State policy; and

(da) satisfies the relevant criteria in relation to the TPPs; and

(e) as far as practicable, is consistent with the regional land use strategy, if any, for the regional area in which is situated the land to which the relevant planning instrument relates; and

(f) has regard to the strategic plan, prepared under section 66 of the Local Government Act 1993 , that applies in relation to the land to which the relevant planning instrument relates; and

(g) as far as practicable, is consistent with and co-ordinated with any LPSs that apply to municipal areas that are adjacent to the municipal area to which the relevant planning instrument relates; and

(h) has regard to the safety requirements set out in the standards prescribed under the Gas Safety Act 2019.

(2A) A relevant planning instrument satisfies the relevant criteria in relation to the TPPs if-

(a) where the SPPs and the relevant regional land use strategy have not been reviewed under section 30T(1) or section 5A(8) after the TPPs, or an amendment to the TPPs, is or are made - the relevant planning instrument is consistent with the TPPs, as in force before the relevant planning instrument is made; and

(b) whether or not the SPPs and the applicable regional land use strategy have been reviewed under section 30T(1) or section 5A(8) after the TPPs, or an amendment to the TPPs, is or are made - the relevant planning instrument complies with each direction, contained in the TPPs in accordance with section 12B(3) , as to the manner in which the TPPs are to be implemented into the LPSs.

(3) An amendment of an LPS, or a draft amendment of an LPS, is taken to meet the LPS criteria if the amendment of the LPS, or the draft amendment of the LPS, if made, will not have the effect that the LPS, as amended, will cease to meet the LPS criteria.

The following sections provide a response to points (c), (d) and (da), demonstrating compliance with s.34(2).

8.2 AMENDMENTS TO THE LPS

Section 37 requires amendments to the Local Provisions Schedule to be considered against the following:

(a) A person may request a planning authority to amend an LPS that applies to the municipal area of the planning authority.

(b) A request under subsection (1) is to be in a form approved by the planning authority or, if a form has been approved by the Commission, is to be in that form.

(c) A request under subsection (1) by a person to a planning authority to amend the zoning or use or development of one or more parcels of land specified in an LPS must, if the person is not the owner, or the sole owner, of the land -

(i) be signed by each owner of the land; or

(ii) be accompanied by the written permission of each owner of the land to the making of the request.

Landowner consent has been provided as part of this application.

8.3 SCHEDULE 1 OBJECTIVES OF LUPAA

The objectives are considered in the following table:

Part 1 - Objectives of the Resource Management and Planning System of Tasmania

PROVISION	RESPONSE
(a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and	The proposal includes rezoning of approximately 3.1ha of existing Low-density residential land at 2 Pawleena Road and 1.5ha of existing General Residential land at 3 Weston Hill Road and 5 Cole Street. The three sites constitute a combined area of approximately 4.6ha. The proposed amendment relates to areas of land which are clear of native vegetation. Both 2 Pawleena Road and 3 Weston Hill Road are subject to several overlays including natural values, flooding and bushfire. Any potential impacts on future use/development will be appropriately addressed and managed as a part of future development application processes. There will therefore be no significant impact from the proposed rezoning on natural physical resources or ecological processes.
(b) to provide for the fair, orderly and sustainable use and development of air, land and water: and	The land is located in proximity to the Sorell township. 2 Pawleena Road is within 30m of existing business zones. 3 Weston Hill Road and 5 Cole Street directly adjoin existing General Business land. The rezoning allows for the orderly future use of the land, with specific use or development still requiring full assessment as per the requirements of LUPAA. The proposed Open Space corridor will provide future options for a public walkway in consultation with Council. The proposed application has been prepared in accordance with the relevant strategic and statutory requirements, which provide the framework for the fair, orderly and sustainable use and development of the land.

(c) to encourage public involvement in resources management and planning; and	The process required for the assessment of amendments to planning schemes provides interested parties with an opportunity to make representations during public exhibition as well as attending subsequent hearings. This process additionally provides Council and subsequently the TPC to consider issues raised during their assessment.
(d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c): and	The proposal is aimed at facilitating economic development in accordance with the objectives (a), (b) and (c) by enabling development and use of a site with suitable site characteristics and location for business use and development. Furthering economic objectives in Sorell is recognised as critical in several local strategic documents. The need for diversifying economic development to occur beyond increasing housing supply is specifically considered. The proximity of the subject site to the existing business zone allows for an appropriate extension of commercial development. This will directly benefit the local economy by providing a mix of retail and employment opportunities.
(e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.	The assessment process promotes the involvement of the public as well as local and state government.

Part 2 - Objectives of the Planning Process Established by this Act

PROVISION	RESPONSE
(a) to require sound strategic planning and co-ordinated action by State and local government; and	The amendment has been prepared with respect to relevant strategic outcomes of state and local government.
(b) to establish a system of planning instruments to be the principle way of setting objectives, policies and controls for the use, development and protection of land;	The proposal seeks to amend the planning scheme standards and has been prepared with respect to the provisions of the Tasmanian Planning Scheme and demonstrates consistency with the relevant objectives and policies of the Act.
(c) to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic	The planning scheme has been written giving effect to this objective. All matters related to the environment will be considered through

effects when decisions are made about the use and development of land;	provisions of the scheme as part of any future development applications. The proposal considers the social and economic effects by: • Enabling economic development within the township of Sorell. • Supporting the population needs of the township of Sorell to remain viable by facilitating economic growth. • Enabling transport- oriented development that enhances liveability in a quasi-remote location.
(d) to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels;	This is achieved through the existing planning mechanisms and amendment process. This report demonstrates strategic land use planning that is integrated with policy at different levels of government. The rezoning application allows the social, environmental, and economic impacts to be assessed against the various guiding policies governing land use planning at different levels.
(e) to provide for the consolidation of approvals for land use and development and related matters, and to co-ordinate planning approvals with related approvals;	Not directly applicable to the proposed amendment.
(f) to secure a pleasant, efficient and safe working environment for all Tasmanians and visitors to Tasmania;	This amendment seeks to ensure the zoning is consistent with the proposed commercial use and development of the site, thereby ensuring a pleasant, efficient and safe business environment. This objective is more broadly achieved through state and local government initiatives.
(g) to conserve those buildings and areas or other places which are of scientific , aesthetic, architectural or historical interest, or otherwise of special cultural value;	The proposed rezoning does not alter any matter related to any area of scientific, aesthetic, architectural, historic or cultural significance.
(h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and	The proposed amendment will not alter any public infrastructure. The subject land is located with potential access to all required services, and any future application for development will be required to detail connection and/or extension to such infrastructure.
(i) to provide a planning framework which fully considers land capability.	This is achieved through the planning controls and consideration of state policies as part of the amendment process.

8.4 STATE POLICIES

The following are the state policies and have been considered as part of this application.

8.4.1 The State Coastal Policy 1996

As the site is within 1km from the high-water mark, consideration of the State Coastal Policy is required. The following is an assessment of the three main principles that guide Tasmania's State Coastal Policy:

POLICY	RESPONSE
Natural and cultural values of the coast shall be protected.	The proposed amendment will not result in changes to planning provisions that protect the natural and cultural values of the coast.
The coast shall be used and developed in a sustainable manner.	The existing local government reserve to the west of the site in tandem with the biodiversity controls will minimise impacts from any future development adjacent to the coastal edge. There is appropriate scope to control any potential biodiversity or water quality impacts at the development assessment stage. No changes are proposed to planning provisions that are in place to protect the coastal zone.
Integrated management and protection of the coastal zone is a shared responsibility.	No changes are proposed to provisions that are in place that would protect the coastal zone as managed by the state and local government.

The proposal is also accompanied by a flood assessment, which outlines the risks and potential benefits that could be achieved if the site is rezoned. This includes the retention of substantial areas of the site to retain flood waters on the site, serving as a detention area.

Please refer to the accompanying documentation for further details.

8.4.2 The State Policy on Water Quality Management 1997

The purpose of this Policy is:

> *To achieve the sustainable management of Tasmania's surface water and groundwater resources by protecting or enhancing their qualities while allowing for sustainable development in accordance with the objectives of Tasmania's Resource Management and Planning System.*

The amendment proposed does not alter any provision which relates to, or will have any direct impact on, water quality. The proposed rezoning of the subject land will not directly impact on any issues related to water quality given the existing zone provides a range of use and development opportunities.

Any future development application for the land regardless of the zoning would be required to detail appropriate water management, through connection to services and appropriate stormwater management practices, consistent with this Policy.

8.4.3 The State Policy on the Protection of Agricultural Land 2009

The land capability mapping applied to 2 Pawleena Road indicates a class 4 classification, which is defined as:

Land well suited to grazing but which is limited to occasional cropping or a very restricted range of crops.

The site is currently zoned Low-Density Residential, along with a strip of land zoned Open Space.

The purpose of this Policy is:

To conserve and protect agricultural land so that it remains available for the sustainable development of agriculture, recognising the particular importance of prime agricultural land.

The Principles of the Policy are:

1. Agricultural land is a valuable resource and its use for the sustainable development of agriculture should not be unreasonably confined or restrained by non-agricultural use or development.	Both properties forming part of the amendment are currently zoned for General and Low-Density Residential development within an established urban area covered by the Urban Growth Boundary. Neither site was included in the agricultural land mapping project undertaken by the State Government. Given the above, the properties are not suitable for agricultural purposes and the amendment will not confine or restrain any agricultural use/development.
2. Use or development of prime agricultural land should not result in unnecessary conversion to non-agricultural use or agricultural use not dependent on the soil as the growth medium.	The subject land is not prime agricultural land.
3. Use or development, other than residential, of prime agricultural land that is directly associated with, and a subservient part of, an agricultural use of that land is consistent with this Policy.	The subject land is not prime agricultural land.
4. The development of utilities, extractive industries and controlled environment agriculture on prime agricultural land may be allowed, having regard to criteria, …	The subject land is not prime agricultural land.
5. Residential use of agricultural land is consistent with this Policy where it is required as part of an agricultural use or where it does not unreasonably convert agricultural land and does not confine or restrain agricultural use on or in the vicinity of that land.	Neither of the properties are zoned for agricultural purposes.
6. Proposals of significant benefit to a region that may cause prime agricultural land to be converted to non-agricultural use or agricultural use not dependent on the soil as a growth medium, and which are not covered by	The subject land is not prime agricultural land.

Principles 3, 4 or 5, will need to demonstrate significant benefits to the region based on an assessment of the social, environmental and economic costs and benefits.	
7. The protection of non-prime agricultural land from conversion to non-agricultural use will be determined through consideration of the local and regional significance of that land for agricultural use.	The existing zoning of the land is for residential use and development. As such, this is not applicable to the proposed amendment.
8. Provision must be made for the appropriate protection of agricultural land within irrigation districts proclaimed under Part 9 of the Water Management Act 1999 and may be made for the protection of other areas that may benefit from broad-scale irrigation development.	Not applicable to the proposed amendment.
9. Planning schemes must not prohibit or require a discretionary permit for an agricultural use on land zoned for rural purposes where that use depends on the soil as the growth medium, except as prescribed in Principles 10 and 11.	Not relevant to proposed amendment.
10. New plantation forestry must not be established on prime agricultural land unless a planning scheme …	Not relevant to proposed amendment.
11. Planning schemes may require a discretionary permit for plantation forestry where it is necessary to protect, maintain and develop existing agricultural uses that are the recognised fundamental and critical components of the economy of the entire municipal area, and are essential to maintaining the sustainability of that economy.	Not relevant to proposed amendment.

8.4.4 National Environment Protection Measures (NEPMs)

NEPMs are taken to be State Policies in Tasmania. NEPMs are made under Commonwealth legislation and given effect in Tasmania through the State Policies and Projects Act.

The current NEPMs are:

- Air Toxics
- Ambient Air Quality
- Assessment of Site Contamination
- Diesel Vehicle Emissions
- Movement of Controlled Waster

- National Pollutant Inventory
- Used Packaging

The Codes within the Scheme deal in detail with the relevant matters (noise and air quality) and the assessment of the submitted application can be undertaken against the appropriate use and development Standards. The proposed amendment is not considered affected by the other NEPMS.

9. CONCLUSION

This application is for a planning scheme amendment, prepared in accordance with the requirements under the *Land Use Planning and Approvals Act 1993* and the objectives and requirements of LUPAA, particularly the State Policies and requirements of Section 34(2).

This report and accompanying documentation have determined there is insufficient General Business land in the locality to support current/anticipated growth and demand for goods/services.

Therefore, the amendment seeks to:

- Rezone the site at 2 Pawleena Road from Low-Density Residential to General Business, to facilitate future large-format retail use and development.
    - This includes retention of a 10m Open Space corridor to be used for a future public walkway (in consultation with Council), improving connectivity with surrounding sites.
- Rezone 3 Weston Hill Road and 5 Cole Street from General Residential to General Business, to facilitate future mixed-use development.

The concept masterplan includes new public/pedestrian connections via a bridge over the Sorell Rivulet, providing potential for a much-needed pedestrian link between the residential subdivision east of 2 Pawleena Road and the existing commercial district in the township.

To appropriately manage future use/development and respond to the retail hierarchy within Sorell, the amendment also includes several site-specific qualifications which will apply specifically to 2 Pawleena Road (as outlined in section 7 of this report).

The proposal is consistent with and furthers the relevant strategic directions, including:

- Southern Tasmania Regional Land Use Strategy;
- Sorell Council Strategic Plan;
- Sorell Open Space Strategy;
- Sorell Land Supply Strategy - Stage 1;
- Sorell Land Supply Strategy - Stage 2.

The proposal will allow the potential of the site to be fully realised, providing a range of large-format retail and bulky goods tenancies to service the growing population and economy of Sorell.

Future development at 3 Weston Hill Road has capacity to provide a transition to higher order commercial development at 2 Pawleena Road.

The amendment will provide a pathway for additional employment opportunities, create greater income-generating land within the township and provide a significant social and community benefit.

April 2024

Sorell, Tasmania

Economic Impact Assessment

Prepared for Wolf Inc.

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Introduction

This report presents an independent assessment of the need and demand for the proposed rezoning of the subject site at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street Sorell to General Business in order to accommodate a range of retail and complementary uses. The report also considers the likely economic impacts that would result from the proposed development.

The proposal is referred to as the Sorell site or 'subject development' throughout the remainder of this report.

This report is structure and presented in four (4) sections as follows:

- **Section 1** details the location of the Sorell site and discusses the context of the site within the Sorell Council Local Government Area (LGA). The proposed development scheme is also reviewed.
- **Section 2** defines the catchment area likely to be served by the subject development, including current and projected population and retail spending levels over the period to 2041. A review of the socio-economic profile is also provided.
- **Section 3** outlines an assessment of the market potential for a range of uses that could form part of the proposed development.
- **Section 4** summarises the conclusions of this report, including an assessment of the need for proposed uses/floorspace at the subject site, key planning considerations or implications, and the range of economic impacts (both positive and negative) that may result.

Executive Summary

The key points to note regarding the need and demand for the proposed rezoning of the subject site at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street, include:

i. Sorell is a town in Tasmania located approximately 25 km north-east of Hobart, within the Sorell Council Local Government Area. The Sorell township is the commercial and civic hub for residents of the broader region, servicing the Tasman and Forestier Peninsulas. The town includes a range of retail, commercial, light-industrial and residential uses that generally follow the alignment Cole Street and Gordon Street. Regional accessibility through Sorell is provided via the Tasman Highway and Arthur Highway, which are major arterial routes through the region.

ii. The subject site is located at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street in Sorell, at the north-west intersection of Arthur Highway and just 300 metres west of the Sorell Bypass intersection (roundabout). With the addition of the acquired land parcels at 3 Weston Hill Road, the site is now some 5.5 hectares in size and is currently occupied by four single dwellings and large proportion of vacant or underutilised space. The vision for the redeveloped site is as a modern large format retail facility comprising a range of uses and tenants that are at the forefront of contemporary trends. A development approval to vary the planning scheme is now being sought from Sorell Council.

iii. Preliminary plans indicate up to twelve large format retail-style tenancies across a combined 16,820 sq.m; one fast food pad site of 250 sq.m, a service station (250 sq.m), and childcare centre (610 sq.m). It is important to note, however, that this plan is indicative only, and that under the proposed rezoning to General Business, a range of uses could also be accommodated. Consequently, this report also provides an analysis of the trends, demand, and supportability for a broad range of uses - noting that the development footprint (GLA) is most likely to be between 15,000 - 20,000 sq.m.

iv. The catchment area served by the Sorell development has been defined taking into consideration a range of factors (including mobile ping data highlighting visitation to nearby developments) and is the area from which the proposed range of uses at the subject site would be anticipated to attract the majority of visitation and sales. The Sorell catchment area extends around 50 km north of Sorell, to comprise the Local Government Areas of Sorell and Tasman, as well as parts of Clarence, Glamorgan-Spring Bay, and Southern Midlands.

v. The catchment area population is currently estimated at 26,933 persons (2024) and is projected to increase to 33,533 persons by 2041 (+24.5%). This reflects average growth of 388 persons per annum, or 1.3% - which is generally in-line with the Greater Hobart average over the same period.

vi. Total retail expenditure levels generated by the catchment area population is currently estimated at $599.0 million and is projected to increase at an average rate of 2.0% to $842.6 million by 2041. All figures presented in this report are in constant dollars (i.e. excluding inflation). The subject development therefore represents a strong opportunity to retain more of this expenditure – the majority of which is currently escaping the catchment (leakage).

vii. In addition to the catchment area resident population, the proposed uses as part of the Sorell development would also service a range of other customer segments, including workers (5,910 people employed within the catchment area as at the 2021), visitors, and passing traffic. As indicated by Council *"More than 370,000 tourists are estimated to travel through Sorell on their way to the east coast, the World Heritage Site of Port Arthur and Hobart each year".*

viii. 'Need' or 'Community Need' in a planning sense is a relative concept that relates to the overall wellbeing of a community. Important factors that relate to need, particularly economic need, include resident, worker, and other demand drivers (such as passing traffic); consumer trend; location and precincting; impacts on existing facilities (including centre hierarchy); as well as net community and economic benefits.

ix. The Sorell development will complement the surrounding town centre precinct and enhance the overall attractiveness, amenity and appeal of the locality. The site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone (to the immediate west) and would also help to revitalise and strengthen the retail offering within Sorell.

x. This assessment indicates that there is (and will continue to be) strong demand and potential for not only the indicative range of uses at the Sorell development, but also many other categories that would be permissible under the General Business zone. The indicative and permitted range of uses (under the General Business Zone) at the Sorell site would appeal to a broad range of prospective operators that would otherwise be unable to be accommodated within the town (and have current network gaps). This is due to the inability of existing zoned land at Sorell to accommodate larger floorplates and the critical mass (or clustering) that is commonplace within the category.

xi. The proposed development would not be at-odds with contemporary development trends at comparable sites or precincts, and also shares many of their key attributes, including a flat land parcel over a single level; single land ownership; main road exposure and accessibility; ability to conveniently accommodate trucks and delivery of stock; and generally being complementary with surrounding facilities. There are also several examples of this type of development throughout Tasmania, including at the similar satellite town of Kingston (on the outskirts of Hobart), where precincts such as Mertonvale Circuit and Westside Circle accommodate a range of uses in keeping with those proposed at the subject site (the majority of which are not represented at Sorell). The Sorell site therefore presents the opportunity to facilitate a modern integrated development that responds to existing and emerging trends in the category and elevates the surrounding precinct.

xii. Combined projected sales of $61.0 million for the Sorell development (based on indicative composition) would represent 7.5% of resident catchment area consumption spending (9.8% of total retail spending) and is considered an upper threshold, given additional demand would be generated by workers, passers-by, and supply-induced growth (% would be even lower).

xiii. The large format retail component would reflect around 45.7% of catchment area spending across the large format retail category (again not accounting for spend from beyond or supply-induced growth), however, most of this would impact facilities beyond Sorell and the catchment area – given there would be minimal replication of the existing Sorell town centre offer.

xiv. Regardless of the final composition, indicative retail sales of around $61.0 million would correspond to less than five years of projected retail expenditure growth across the catchment, which would mean any impacts were quickly ameliorated.

xv. While the final composition of the Sorell development could vary from this indicated composition, this assessment also demonstrates that the development footprint (GLA) of between 15,000 - 20,000 sq.m (depending on car parking requirements and built form) is both supportable and appropriate.

xvi. Given the breadth of uses that could be accommodated, possible consideration could be given to the explicit approval or exclusion of key uses or sub-categories at the subject site to balance any areas of concern for the local community or Council. This may include limiting floorspace of tenant types or restricting key uses that may impact other town centre uses, ensuring prospective operators are complementary to the retail offer at Sorell (rather than replications).

xvii. The proposed Sorell development would not negatively impact the economic viability and performance of existing centres and retail facilities throughout the region, with all impacts within the normal competitive range (10% or less). The development will not only draw thinly from a large catchment area (both resident and worker), but also appeal to an even broader market by way of the major arterial location of the site. This would also result in the retention of significant spending and activity within Sorell, which would currently be escaping the catchment area (leakage).

xviii. The existing provision of General Business zone is generally occupied (existing use in operation), and of the limited vacant sites available, several have development approvals. The remainder of vacant parcels (no development approval) are characterised as smaller in scale and hampered by fragmented land ownership (different owners across adjacent sites). In this sense, there is no other available, alternate land which could accommodate the proposed Sorell development scale.

xix. A substantial net community benefit would result from the development of the proposed development including:

- Significant improvement in the range of facilities that would be available to local workers and residents, as well as broader catchment area residents - particularly in terms of services and amenity.
- The subject development aligns with the various applicable land use and planning strategies, as a well-planned, vibrant, and accessible activity centre that will cater to a range of functions and services, integrate seamlessly with the existing urban fabric, and strengthening the local community.
- The site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone and would also help to revitalise and strengthen the retail offering within Sorell. Distributed usage times that will ensure around the clock activation of the precinct without causing congestion.
- The inclusion of uses such as large format retail, storage, trade specialists, showrooms, fast food, a service station, gym and fitness operators, entertainment, medical and more - would satiate some of the existing and future demand for such facilities within the catchment areas – and help to plug gaps in the respective networks.
- The ability to accommodate operators within amenable tenancies as part of the town centre would mean that prospective brands would no longer need to secure space within industrial precincts (e.g. Pinecrest Industrial Estate), that are not optimised for pedestrian activity/accessibility, or integrated with the town. The additional customer flows and vibrancy created through the precinct would positively impact neighbouring retail facilities and contribute further to the establishment of a critical mass of similar uses.
- The development would result in the retention of spending currently directed to services beyond the catchment, thereby reducing the need for residents and workers to travel further afield (reduced leakage).
- The creation of additional employment which would result from the project, both during the construction period, and more importantly, on an ongoing basis (once the development is complete and operational). In total, approximately 1,256 jobs are likely to be created both directly and indirectly because of the proposed Sorell development. This includes a number of youth employment opportunities. Ongoing employment alone (i.e. no construction or multiplier-related jobs) is estimated at 329 additional permanent employees, which would earn

combined total salary/wages of some $24.3 million. This reflects salary/wages for the local economy, as a direct result of the development alone.

xx. It is concluded that the combination of the substantial positive economic impacts more than offset the minor trading impacts that could be anticipated for a wide-ranging variety of operators throughout Greater Hobart and beyond.

1 Location & Composition

This section of the report reviews the regional and local context of the Sorell development and provides a summary of the proposed scheme.

1.1. Regional & Local Context

i. Sorell is a town in Tasmania located approximately 25 km north-east of Hobart (refer Map 1.1), within the Sorell Council Local Government Area (LGA).

ii. The Sorell township is the commercial and civic hub for residents of the broader region, servicing the Tasman and Forestier Peninsulas. The town includes a range of retail, commercial, light-industrial and residential uses that generally follow the alignment Cole Street and Gordon Street, and make Sorell a key employment, retail, and services centre.

iii. Regional accessibility through Sorell is provided via the Tasman Highway and Arthur Highway, which are major arterial routes through the region.

iv. The Tasman Highway (A3) connects Hobart and Launceston via the eastern coast, while the Arthur Highway (A9) extends from Sorell to Port Arthur. The Sorell Southern Bypass opened in July 2022 and runs between the two major highways.

v. Based on the latest available traffic counts from Transport Tasmania (Tasmania Government), the Tasman Highway recorded average annual daily traffic of 17,065 vehicles (2019) to the south of Sorell, while the Arthur Highway (300m west of Nugent Road) recorded some 13,818 vehicles through the town (2019).

vi. The subject site is located at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street in Sorell, at the north-west intersection of Arthur Highway and just 300 metres west of the Sorell Bypass intersection (roundabout). Other key points to note regarding the local context of the site include:

- The site is located at the eastern edge of the town, forming a natural extension of the Cole Street commercial strip. The site is largely vacant, apart from a single residential dwelling currently.
- Sorell Plaza is located to the immediate south-west (within 100 metres), on the opposite side of Cole Street. The centre is anchored by a full-line Cole supermarket, together with 12 specialty shops, and two Pad site uses (KFC and a Coles Express service station).
- Gateway Shopping Centre is provided opposite Weston Hill Road, which the site enjoys frontage onto. The centre is anchored by a full-line Woolworths supermarket and a number of specialty shops and two pad sites (BWS drive thru and McDonalds).
- A range of additional retail uses are positioned around the Cole Street and Weston Hill Road intersection (roundabout), including strip retail and Gateway Shopping Centre. The retail offering continues along Gordon Street (south) through the town centre.

- The town centre and areas west of the subject site also include a range of commercial and non-retail uses that would generate significant levels of employment.

- Sorell School is located within the town and is a government primary and secondary school that has an enrolled population of around 900 students.

- A variety of health and medical uses are also provided within Sorell, including GP clinics, pathology and the like.

- The Sorell Emergency Services Hub is a recently completed $12 million development at 47 Cole Street that accommodates the Tasmania Police, Tasmania Fire Service and the State Emergency Service in one central location for the South East region.

vii. A shop count been undertaken within Sorell as at August 2023, and recorded a total of 131 businesses and tenants throughout the township and surrounds, including the following:

- **Traditional Retail:** 54 traditional retail tenants were observed and estimated to total some 10,492 sq.m in floorspace. This included the two full-line supermarkets, as well as 52 specialty shops – of which the majority were in the food catering (17) and retail services (10) categories.

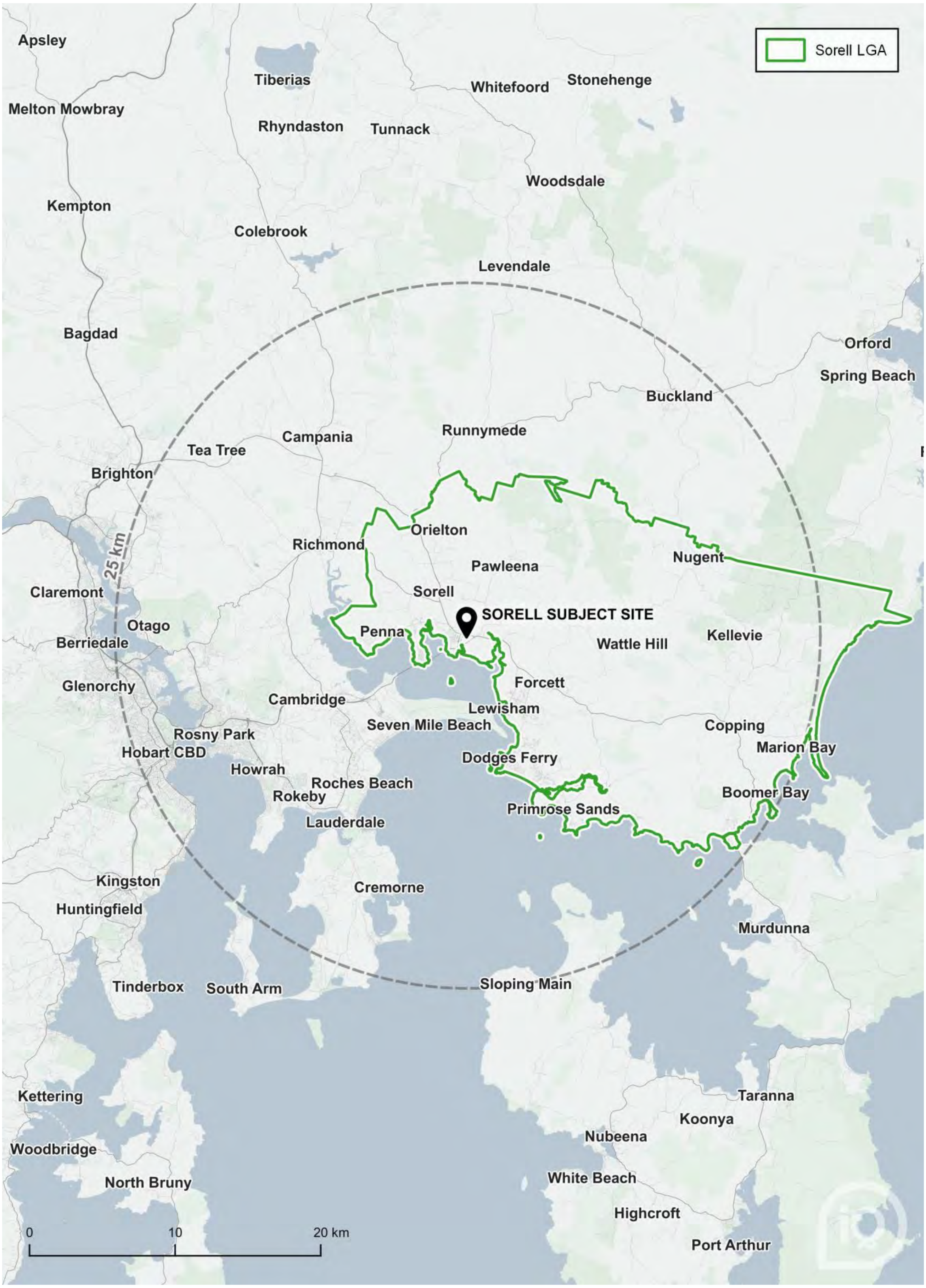
- **Large Format Retail:** there are currently only five traditional large form retail, including Petstock Country, Clennett's Mitre 10, Marshall's Batteries, King's Outdoor Living, and Choices Flooring.

- **Other:** the balance of the town (and surrounds) included a total of 72 other operators that span the gym, childcare, medical, commercial, real estate and many more categories.

- **Vacancies:** the town has a very low level of vacancy, with just two recorded at the time.

viii. Overall, the subject site occupies a high-profile location along Arthur Highway that is easily-accessible for both local and surrounding region residents and workers. The positioning of the site forms a natural extension to the established Sorell township that will mean prospective large format and other complementary uses would be connected and easily available for the region.

MAP 1.1. REGIONAL CONTEXT



MAP 1.2. LOCAL CONTEXT

1.2. Proposed Development

i. The subject development is planned at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street in Sorell. The site is some 52,300 sq.m in size and is currently occupied by four separate, single dwelling and large proportion of vacant or underutilised space.

ii. The vision for the redeveloped site is as a modern large format retail facility comprising a range of uses and tenants that are at the forefront of contemporary trends. A development approval to vary the planning scheme is now being sought from Sorell Council.

iii. Figures 1.1 – 1.4 provide an indicative masterplan for the proposed development, highlighting the potential layout and plan for the site. The development would comprise two components (north and south) with access to the northern component via Pawleena Road and access to the southern component via the Arthur Highway (Cole Street) and Weston Hill Road, with key uses or features summarised in Table 1.1 and described as follows:

- **Large Format Retail, Warehouses & Retail Showrooms (up to 16,820 sq.m):** large format tenancies would form the bulk of the development, including the arrangement of retail tenancies in the southern portion, and a straight-line format in the north. Large tenancies would likely be provided at the 2 Pawleena Road site.

  Preliminary plans indicate up to 12 tenancies across a combined 16,820 sq.m, and each would be nearby a convenient provision of at-grade car parking.

  Indicative plans provide active frontage along Weston Hill Road and Cole Street, with pedestrian access available via Weston Hill Road.

- **Drive Thru Fast Food (250 sq.m):** a fast food Pad site is proposed at the south-east portion of the site on the corner of Pawleena Road and the Arthur Highway/ Cole Street, with a building GLA of 250 sq.m. The tenant would have independent (two-lane) drive thru capability and enjoy main road frontage and access.

- **Service Station (250 sq.m):** a service station is proposed at the south-west corner of the site, in the same precinct as the fast food tenancy, and comprises a building GLA of 250 sq.m, as well as a traditional pump canopy. The operator would also enjoy main road frontage and access.

- **A Childcare Centre (610 sq.m):** a large tenancy indicated for a childcare centre, which would include an internal area of some 610 sq.m, as well as requisite outdoor space.

iv. Car parking at the site will be provided in an at-grade external arrangement. Access to the site would be via the Arthur Highway/ Cole Street, Weston Hill Road, and Pawleena Road.

v. A total of around 344 bays will be included across the site, equating to a provision of 1.92 bays per 100 sq.m of floorspace – which is in-line with typical large format retail and showroom benchmarks.

vi. It is important to note that this plan is indicative only, and that under the proposed rezoning to General Business, a range of uses could also be accommodated at the site, including:

- **No Permit Required:** business and professional services; food services; general retail and hire; natural and cultural values management; passive recreation; home-based business; minor utilities.
- **Permitted:** bulky good sales (large format retail); community meeting and entertainment; educational and occasional care; emergency services; hotel industry; boat ramp; research and development; residential (above ground level); visitor accommodation (above ground level and not for camping/caravan).
- **Discretionary:** custodial facility (remand); equipment and machinery sales and hire; hospital services; manufacturing and processing; residential; resource processing (food and beverage); service industry; sports and recreation; storage; tourist operation; transport depot and distribution; utilities; vehicle fuel sales and service; vehicle parking; visitor accommodation.

vii. Consequently, this report also provides an analysis of the trends, demand, and supportability for a broad range of uses that could be accommodated at the Sorell development site under the banner of 'big box, mid-sized, entertainment based, food and groceries, and other population serving retail offerings' - noting that the development footprint (GLA) is most likely to be between 15,000 - 20,000 sq.m (depending on car parking requirements and built form).

TABLE 1.1.INDICATIVE DEVELOPMENT COMPOSITION

	Southern Component	Northern Component	Total Development
Large Format Retail, Warehouses & Showrooms		Building GLA (sq.m)	
Warehouse 1	1,200	-	**1,200**
Warehouse 2	1,900	-	**1,900**
Warehouse 3	1,250	-	**1,250**
Warehouse 4	440	-	**440**
Warehouse 5	1,975	-	**1,975**
Warehouse 6	3,775	-	**3,775**
Warehouse 7	2,600	-	**2,600**
Warehouse 8	-	800	**800**
Warehouse 9	-	600	**600**
Warehouse 10	-	600	**600**
Warehouse 11	-	600	**600**
Warehouse 12	-	1,080	**1,080**
Pad Sites/ Other		Building GLA (sq.m)	
Childcare	610	-	**610**
Drive Thru	250	-	**250**
Service Station	250	-	**250**
Car Parking		No. of Bays	
Car Bays	302	42	**344**
Total Development	**14,250**	**3,680**	**17,930**

Source: Wolf Inc.

FIGURE 1.1. SITE DEVELOPMENT PLAN – TOTAL

FIGURE 1.2. SITE DEVELOPMENT PLAN – SOUTHERN COMPONENT 1

FIGURE 1.3. SITE DEVELOPMENT PLAN – SOUTHERN COMPONENT 2

FIGURE 1.4. SITE DEVELOPMENT PLAN – NORTHERN COMPONENT

1.3. Planning Context

i. The subject site at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street is currently zoned Low Density Residential, General Residential and Open Space, as illustrated in Figure 1.5.

1.3.1. Low Density Residential

i. The *Tasmanian Planning Scheme* notes that the Low Density Residential zone code provides for residential areas where there are constraints to development that limit the density, location or form of development. Such constraints may include limited infrastructure services or environmental constraints.

ii. The *Sorell Land Supply Strategy (2019)* identified that there was more than 54 hectares of vacant, unconstrained Low Density Residential land supply throughout the region – not taking into consideration undersized or vacant portions of zoned land. This land represented 9.5 years of projected greenfield land supply.

iii. In this sense, the rezoning of the subject site (around 2.5 hectares of Low Density Residential Zoned land in total) would represent a reduction of just five months of this land supply (5.7 hectares per annum).

1.3.2. General Residential Zone

i. The *Tasmanian Planning Scheme* examines that the General Residential Zone is to provide for residential use (single dwellings) or development that accommodates a range of dwelling types where full infrastructure services are available or can be provided.

ii. The zone provides for the efficient utilisation of available social, transport and other service infrastructure, and can provide for non-residential use that primarily serves the local community and does not cause an unreasonable loss of amenity through site impacts.

iii. General residential zone can also provide for Visitor Accommodation that is compatible with residential character.

iv. The subject site currently contains a total of 1.8 hectares of General Residential Zone land.

1.3.3. General Business Zone

i. As part of the proposed development, the applicant is seeking to rezone the site to General Business, in order to accommodate the proposed range of uses.

ii. Under Section 40 of the *Land Use Planning & Approvals Act of 1993 (LUPPA)*, the assessment must also consider the need for an expanded General Business Zone in light of redevelopment potential (and constraints to redevelopment potential) in the existing area of General Business Zone.

iii. The Tasmanian Planning Scheme includes a suite of six zones that broadly provide for business and commercial activities, with the General Business zone providing for main suburban shopping centres and rural town centres.

iv. Map 1.3 highlights the existing provision of General Business zone land throughout Sorell, which is generally located along Cole Street, Gordon Street and Dubs & Co Drive, to the west of the subject site.

v. As shown, the vast majority of current General Business zoned land is occupied (existing use in operation), and of the limited vacant sites available, several have development approvals, as follows:

- **Centrelink (33 Dubs & Co Drive):** an office building (Centrelink) is proposed. Previously, a mixed-use development comprising self-storage units (27), as well as ten retail specialty shops was approved for the site.
- **Sorell Central (5 Station Lane & 27 Cole Street):** a mixed-use development that will include retail (594 sq.m) and office (641 sq.m) floorspace – behind Gateway Shopping Centre.
- **Fitness Centre (13-15 Dubs & Co Drive):** a development anchored by Anytime Fitness (420 sq.m), and retail shops (205 sq.m) – which has received approval extension.
- **Art Gallery (3 Dubs & Co Drive):** a mixed-use development comprising Sai Gon Art Gallery (248 sq.m), café (11 sq.m), and two residential dwellings.
- **Launderette/Café/Restaurant (11 Dubs And Co Drive):** a mixed-use development to include a launderette (118 sq.m) cafe (48 sq.m) and restaurant (179 sq.m).

vi. The remainder of vacant parcels with General Business zoning are characterised as smaller in scale, and hampered by fragmented land ownership (different owners across adjacent sites). In this sense, there is no other available, alternate land which could accommodate the proposed Sorell development scale or collection of uses.

vii. The Sorell Land Supply Strategy (2019) verifies this, having previously identified that within the General Business, Local Business and Village Zones there was only 3.51 hectares of vacant land, as well as 0.52 of underutilised (vacant) portions. This figure would now be considerably lower, noting the many approved developments since that time (formerly vacant sites).

viii. The Study also noted that the establishment of a second supermarket in Sorell (Coles); the continued expansion of the Cambridge Park large format retail area; and Hobart Airport expansion plans meant that demand for additional commercial premises within the Sorell LGA would not exceed supply within the next 20 years.

ix. It is contended that demand has since outpaced these projected levels (as illustrated throughout this report) and that the subject site represents an optimal opportunity and unique location to provide a range of uses that would otherwise be unable to be accommodated within the limited vacant, utilisable, or appropriately-located commercial land throughout the Sorell LGA.

x. The potential rezoning of the subject site also aligns with the Study, which noted that any surplus land near the town centre had the possibility to be rezoned for commercial purposes.

xi. The remainder of this report assesses the demand-for and potential impacts of the full range of permitted and discretionary uses within the General Business Zone that could be accommodated within the development footprint.

1.3.4. Sorell Open Space Strategy

i. The *Sorell Open Space Strategy (2020)* concluded that Sorell has changing open space and recreation needs, as well as complex characteristics:

> *"Investing in the improvement and adaptability of these existing areas will provide the highest value for the community with the least amount of cost for Council…*
>
> *It has been clear that the community values natural areas and the coastal bushland character of the area, but it also expects provision of built infrastructure to support its changing population.*

ii. For the subject development, it is important to recognise that the majority of the land parcel is not zoned as Open Space, and currently remains unused for public benefit.

iii. With the Strategy's emphasis on adaptability and maximising community value, repurposing this underutilised land for the development of a vibrant and accessible activity centre would address the changing needs of the community – and strike a balance between the desire for natural spaces and the need for built infrastructure and services to support growing demand.

1.3.5. The Southern Tasmanian Regional Land Use Strategy

i. *The Southern Tasmanian Regional Land Use Strategy (2010–2035)* is intended to be a broad policy document that facilitates and manages change, growth, and development within Southern Tasmania.

ii. The Strategy highlights that Activity Centres are much broader than just retail and commercial centres, also providing the focus for services, employment, and social interaction in cities and towns. The Strategy promotes the development of multifunctional, accessible Activity Centres, including the following regional policies:

"AC1. Focus employment, retail and commercial uses, community services and opportunities for social interaction in well-planned, vibrant and accessible regional activity centres that are provided with a high level of amenity and with good transport links with residential areas.

> *AC1.1 Focus employment, retail and commercial uses, community services and opportunities for social interaction in well-planned, vibrant and accessible regional activity centres that are provided with a high level of amenity and with good transport links with residential areas.*
>
> *AC 1.1 Implement the Activity Centre Network through the delivery of retail, commercial, business, administration, social and community and passenger transport facilities.*
>
> *AC 1.2 Utilise the Central Business, General Business, Local Business Zones to deliver the activity centre network through planning schemes, providing for a range of land uses in each zone appropriate to the role and function of that centre in the network.*
>
> *AC 1.3 Discourage out-of-centre development by only providing for in-centre development within planning schemes.*
>
> *AC 1.4 Promote a greater emphasis on the role of activity centres, particularly neighbourhood and local activity centres, in revitalising and strengthening the local community.*
>
> *AC 1.5 Ensure high quality urban design and pedestrian amenity through the respective development standards*
>
> *AC 1.6 Encourage an appropriate mix of uses in activity centres to create multi-functional activity in those centres.*
>
> *AC 1.7 Improve the integration of public transport with Activity Centre planning, particularly where it relates to higher order activity centres.*
>
> *AC 1.8 Ensure that new development and redevelopment in established urban areas reinforce the strengths and individual character of the urban area in which the development occurs.*

AC 1.9 Require active street frontage layouts instead of parking lot dominant retailing, with the exception of Specialist Activity Centres if the defined character or purpose requires otherwise.

AC 1.10 Activity centres should encourage local employment, although in most cases this will consist of small scale businesses servicing the local or district areas.

AC 1.11 Ensure the Cambridge Park Specialist Activity Centre is consolidated by restricting commercial land to all that land bound by Tasman Highway and Kennedy Drive, and provide for a wide range of allowable uses, including, but not limited to, service industry, campus-style office complexes and bulky goods retailing

AC 1.11 Provide for 10 – 15 years growth of existing activity centres through appropriate zoning within planning schemes."

iii. The Subject Development is well-aligned with the Strategy and the specific regional policies pertaining to Activity Centres. The Strategy emphasises that Activity Centres are more than just retail and commercial precincts, and the subject development reflects this – as a multifunctional and accessible centre (AC1.1), with a focus on employment, retail, and commercial uses.

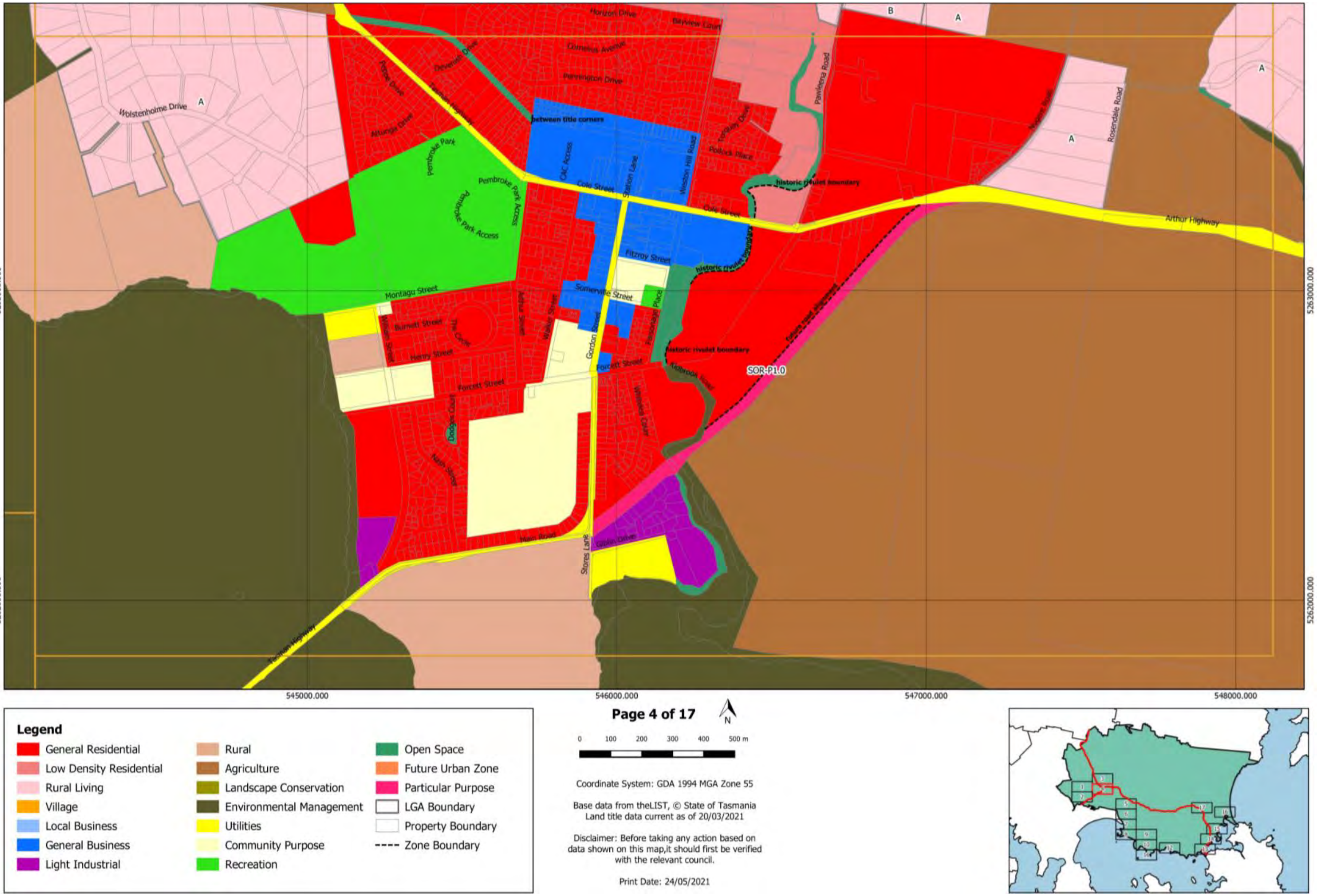
iv. The development will be a well-planned mixed-use centre that provides high-quality amenities and leverages excellent transport links to the broader region (AC1.2 and AC1.5).

v. With reference to AC1.3, the site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone (to the immediate west). This would also help to revitalise and strengthen the retail offering within Sorell (AC1.4 & AC1.8).

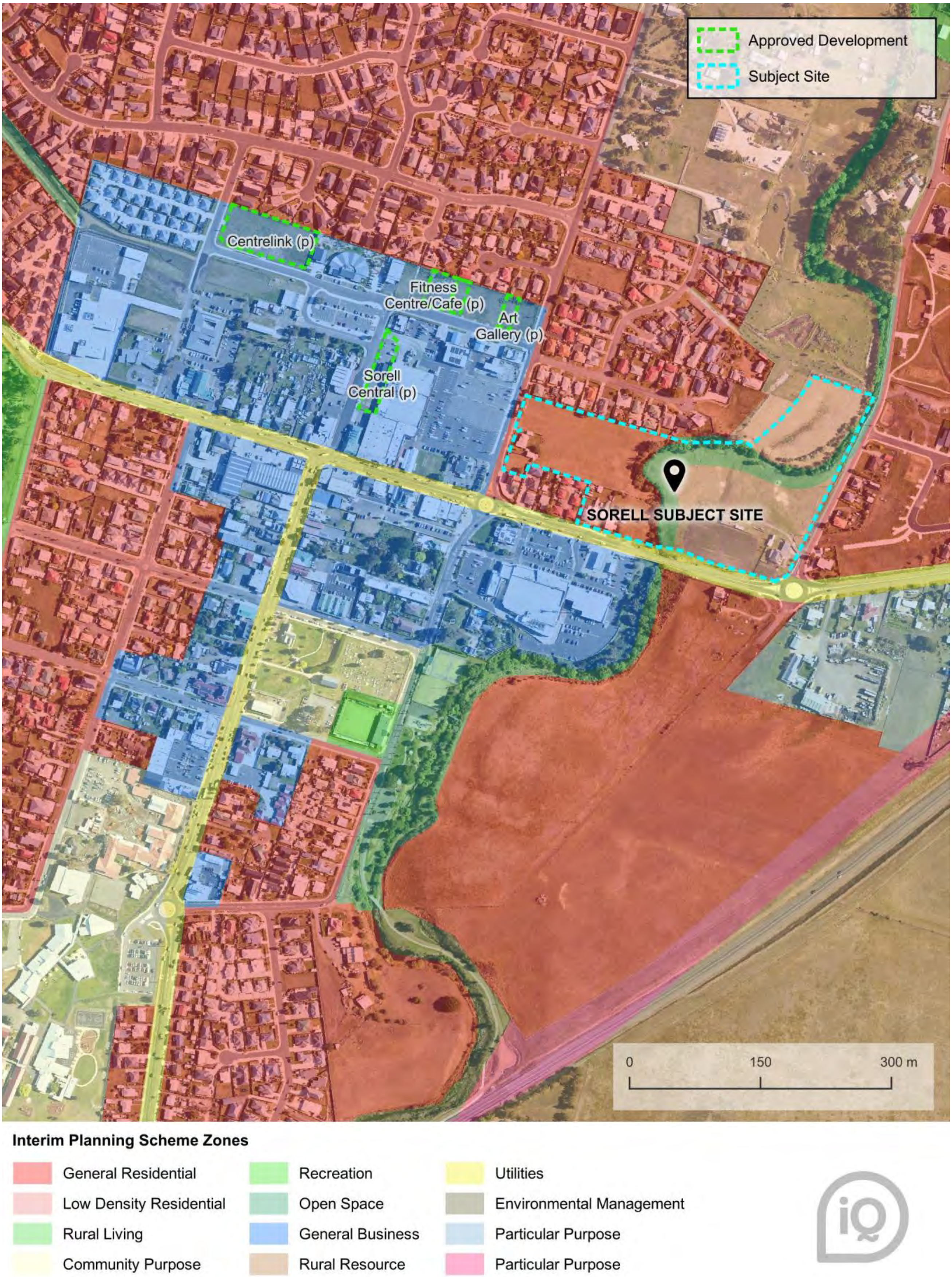
vi. The proposed range of uses, layout, built-form and design of the development would be at the forefront of contemporary trends and comparable developments throughout Australia (aligning with AC1.5 – 1.6).

vii. Overall, the subject development aligns with the Southern Tasmanian Regional Land Use Strategy and its emphasis on well-planned, vibrant, and accessible regional activity centres that cater to a range of functions and services, integrating seamlessly with the existing urban fabric and strengthening the local community.

FIGURE 1.5. TASMANIAN PLANNING SCHEME – ZONES: SORELL COUNCIL LOCAL PROVISIONS SCHEDULE



MAP 1.3. ZONING & LAND USE



2 Catchment Area Analysis

This section of the report provides a review of the catchment area likely to be served by the Sorell development, including current and projected population and retail spending levels over the period to 2041. A review of the socio-economic profile of the catchment area population is also provided.

2.1. Catchment Area Definition

i. The catchment area served by the Sorell development has been defined taking into consideration the following:

- The scale and composition of the centre
- Mobile ping data highlighting visitation to nearby developments, such as Sorell Plaza (Coles) and Gateway Shopping Centre (Woolworths).
- The provision of existing and planned competitive facilities throughout the surrounding area.
- Regional and local accessibility.
- The pattern of urban development throughout the region.
- Significant physical barriers.

ii. As above, Near data (now Azira) has been utilised to examine the existing patterns of visitation to the surrounding comparable sites over the period from July 2022 to July 2023 – namely for Sorell Plaza (Coles) and Gateway Shopping Centre (Woolworths).

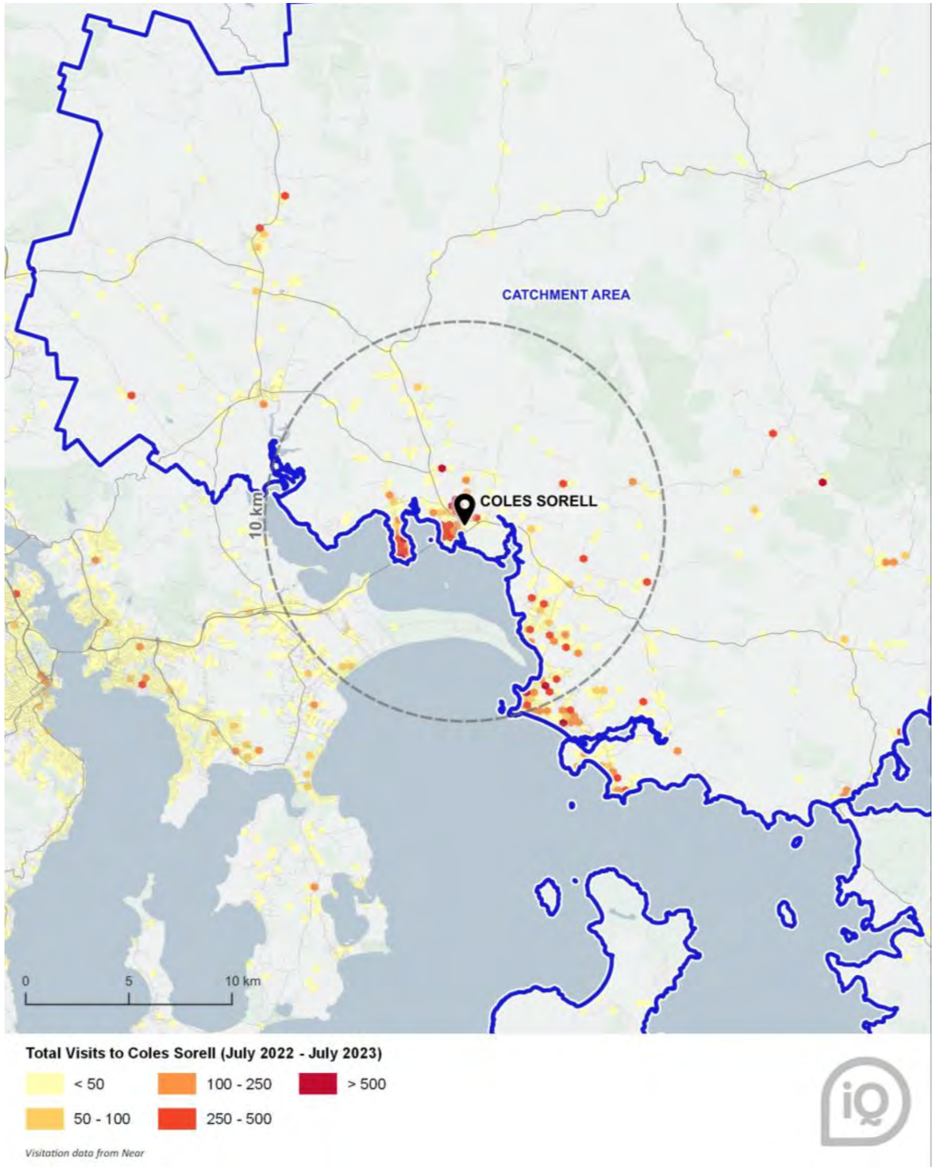
> *'Near data uses aggregated mobile phone location data from a variety of high-quality sources, including software development kits (SDKs) and mobile advertising SDKs. Near ingests, interprets, and analyses petabytes of geospatial data, including cell phone geolocation 'pings' all over the world – to enable an accurate, current view of the people visiting a location. Using the ping data, the place of residence of customers visiting the Areas of Interest (AOI) can be determined at an anonymised and aggregated SA1 level (the smallest available ABS geography).'*

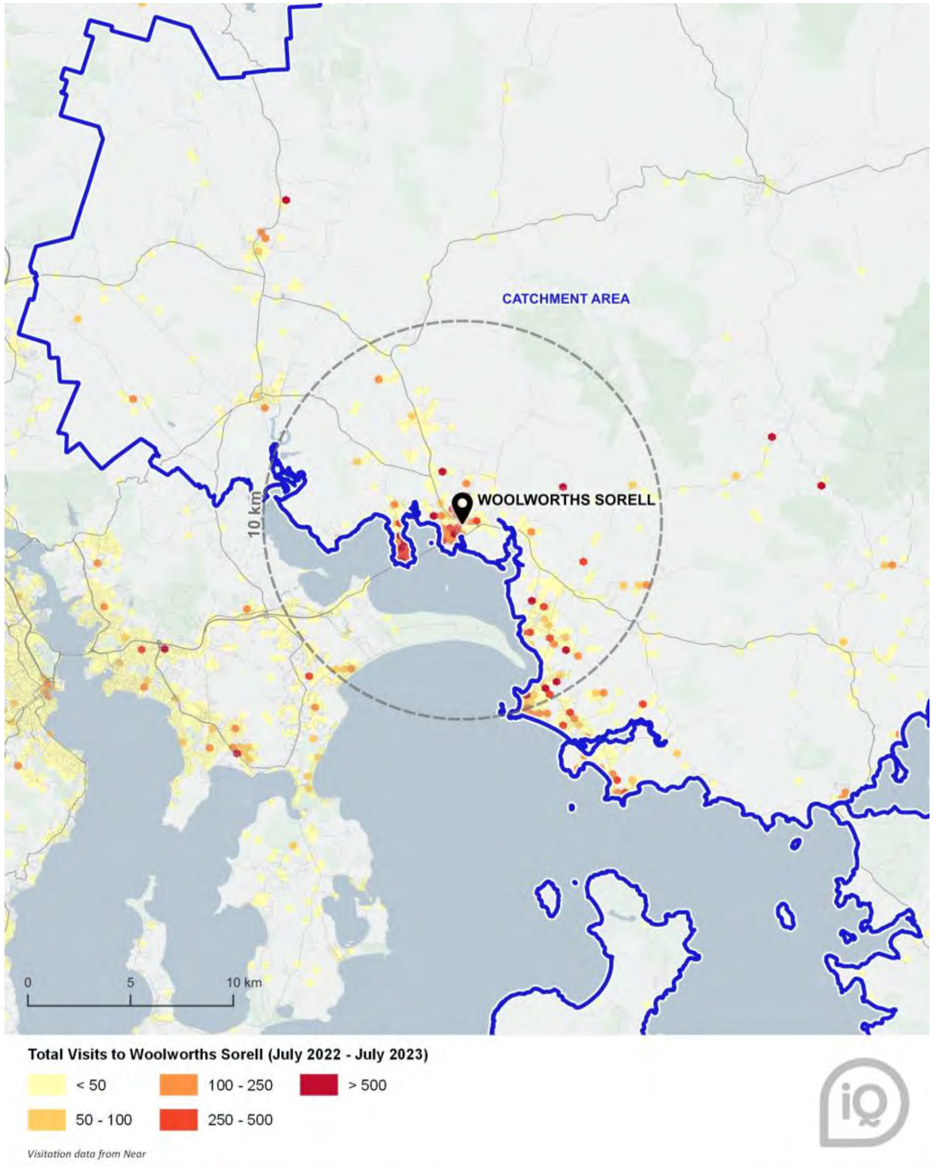
iii. This data is illustrated in Maps 2.1 and highlights the broad draw of the respective centres, as part of the civic, retail and administrative hub for the region. Based on the proposed composition of the Sorell development (Section 1.2), this information is considered a relevant proxy for potential visitation to the subject site.

iv. Map 2.2 illustrates the defined catchment area that is likely to be served by large format retail and complementary uses at the Sorell site, and also considers the provision of competing facilities to the south (around Cambridge and the airport). Consequently, the Sorell catchment area has been defined to extend around 50 km north of Sorell, to comprise the Local Government Areas of Sorell and Tasman, as well as parts of Clarence, Glamorgan-Spring Bay, and Southern Midlands.

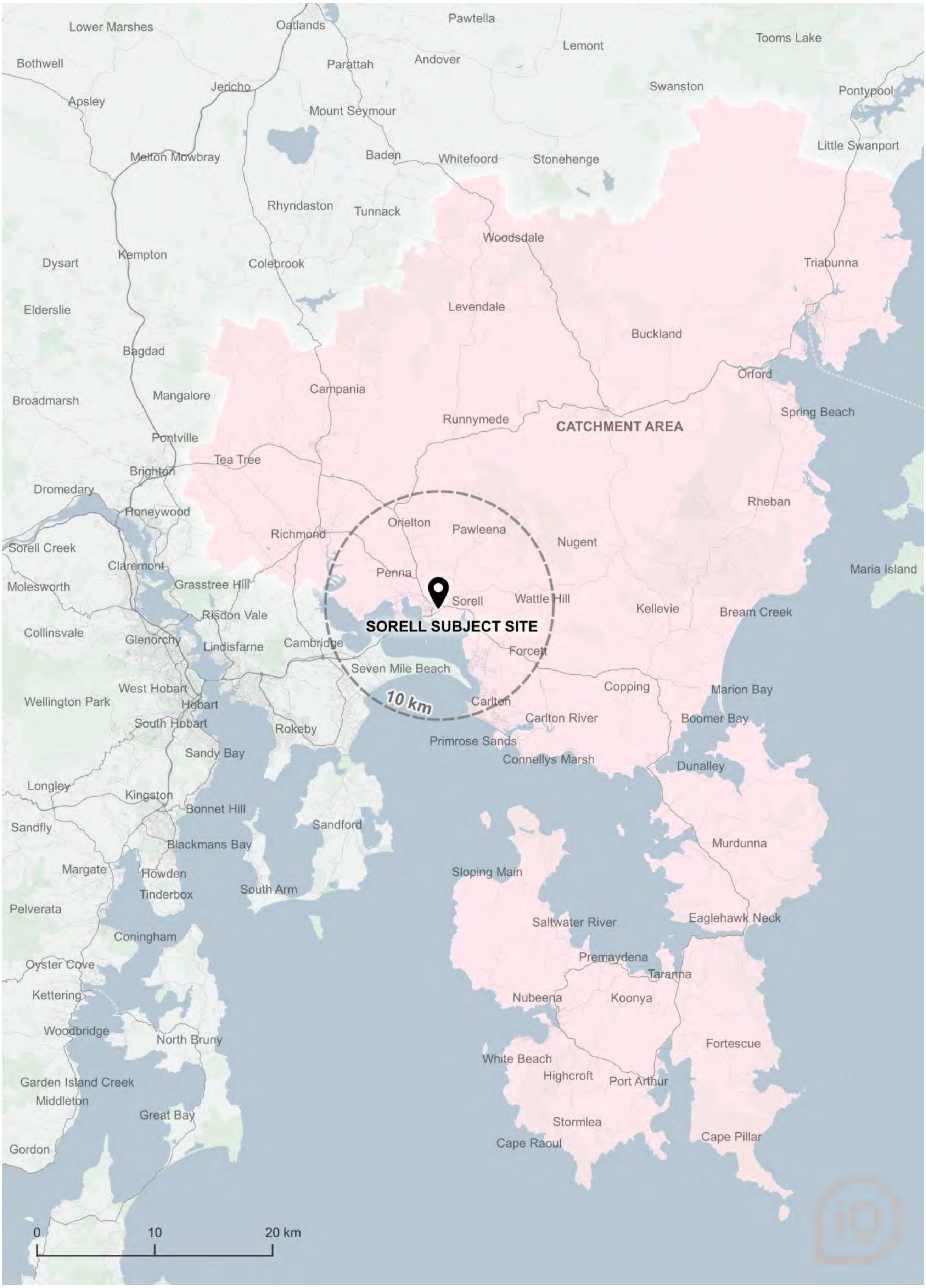
v. This catchment is the area from which the proposed range of uses at the subject site would be anticipated to attract the majority of visitation and sales, although noting that the high-profile location and regional accessibility would also facilitate business from beyond (visitors and passing traffic).

MAP 2.1. MOBILE VISITATION MAP (COLES & WOOLWORTHS SORELL)





MAP 2.2. SORELL CATCHMENT AREA & SUBURBS



2.2. Catchment Area Population

i. Table 2.1 details the current and projected Sorell catchment area population level, sourced from the following:

- The 2011, 2016 and 2021 Census of Population and Housing undertaken by the Australian Bureau of Statistics (ABS).
- New dwelling approvals statistics from the ABS from 2011/12 to 2022/23 (Charts 2.1 – 2.3), which indicate an average of 212 new dwellings were approved for the catchment area annually over this timeframe.
- The latest population projections prepared at a Local Government Area (LGA) level by the Tasmanian Government Department of Treasury and Finance (2019 - rebased in 2022 reflecting Census 2021).
- Investigations by this office into new residential developments in the region.

ii. The Sorell catchment area population increased from 20,875 persons as at the 2011 Census, to 25,193 in 2021 (Census), reflecting an average annual growth rate of 432 persons (1.9%).

iii. The catchment area population is currently estimated at 26,933 persons (2024) and is projected to increase to 33,533 persons by 2041 (+24.5%). This reflects average growth of 388 persons per annum, or 1.3% - which is generally in-line with the Greater Hobart average over the same period. Ongoing drivers of growth include land releases such as Sorell Village Estate and Pawleena Park, which surround the subject site.

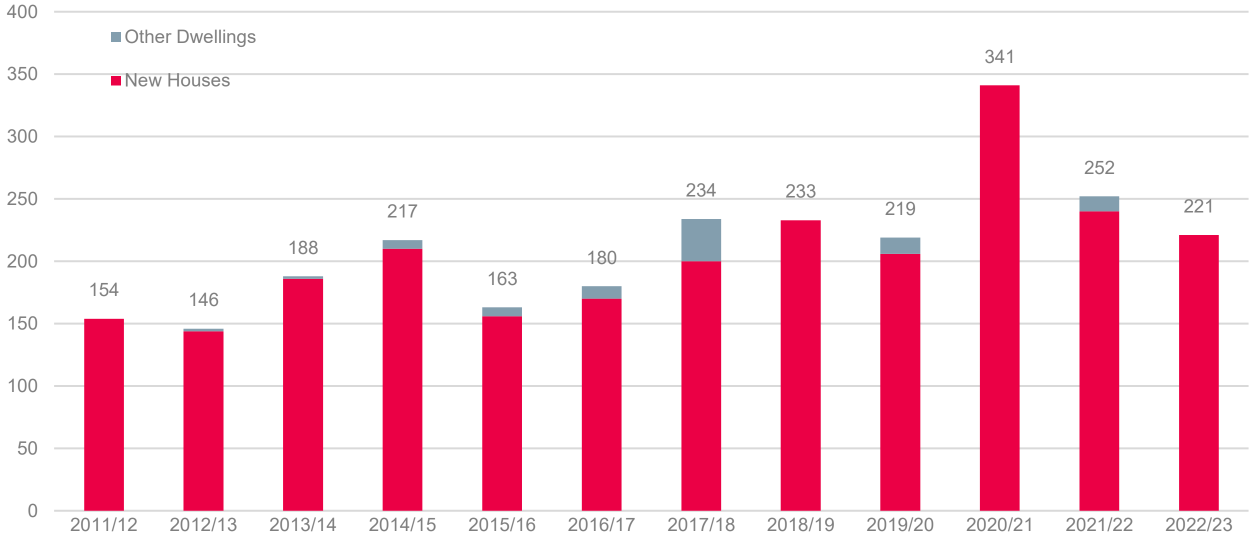
iv. Population projections generally align with official projections by the Tasmanian Government Department of Treasury & Finance (by LGA), when taking into account the various geographical overlaps between the areas – as illustrated in Charts 2.2 – 2.3. The high growth scenario is considered most likely and has been adopted, given recent growth has exceeded previous projections, and the latest Centre for Population (Federal Government) figures are also higher than State projections.

TABLE 2.1. CATCHMENT AREA POPULATION, 2011 – 2041

	Actual			Forecast					*Change*
Population	**2011**	**2016**	**2021**	**2024**	**2026**	**2031**	**2036**	**2041**	***2024-41***
Catchment Area	20,875	21,826	25,193	26,933	28,033	30,283	32,033	33,533	*6,600*
		Actual		**Forecast**					***Change***
Average Annual Change (No.)		**2011-16**	**2016-21**	**2021-24**	**2024-26**	**2026-31**	**2031-36**	**2036-41**	***2024-41***
Catchment Area		190	673	580	550	450	350	300	*388*
		Actual		**Forecast**					***Change***
Average Annual Change (%)		**2011-16**	**2016-21**	**2021-24**	**2024-26**	**2026-31**	**2031-36**	**2036-41**	***2024-41***
Catchment Area		0.9%	2.9%	2.3%	2.0%	1.6%	1.1%	0.9%	*1.3%*
Greater Hobart		*0.9%*	*1.1%*	*4.0%*	*1.6%*	*1.4%*	*1.2%*	*1.2%*	*1.4%*
Australian Average		*1.6%*	*1.2%*	*2.4%*	*1.6%*	*1.3%*	*1.2%*	*1.1%*	*1.3%*

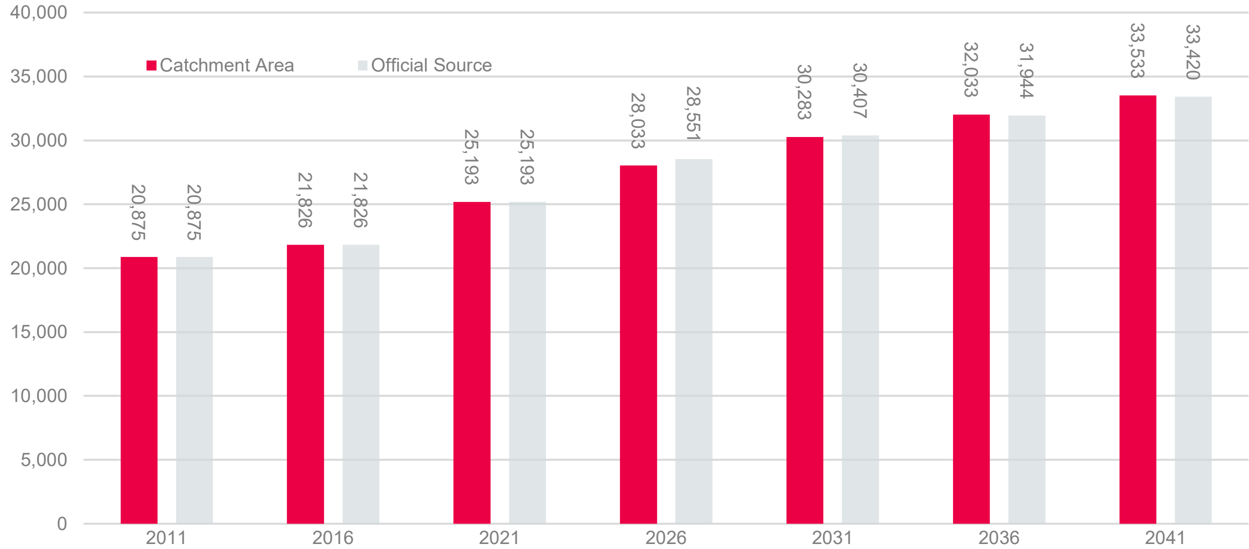
All figures as at June and based on 2021 SA1 boundary definition.
Sources : ABS; Tas. Department of Treasury and Finance

CHART 2.1. CATCHMENT AREA NEW DWELLING APPROVALS, 2011/12 – 2022/23



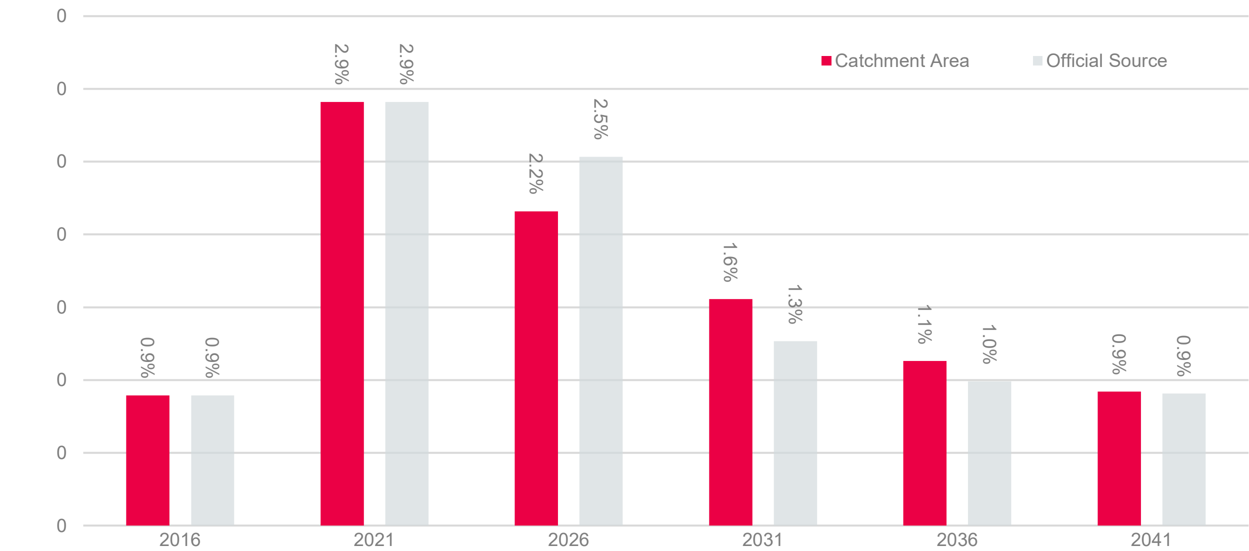
Source: ABS

CHART 2.2. CATCHMENT AREA POPULATION PROJECTIONS VS. OFFICIAL SOURCES



Source: Location IQ Database

CHART 2.3. CATCHMENT AREA POPULATION PROJECTION GROWTH RATES VS. OFFICIAL SOURCES



Source: Location IQ Database

2.3. Socio-economic Profile

i. Table 2.2 summarises the socio-economic characteristics of the Sorell catchment area population compared with the Tasmania benchmarks. This information is based on the 2021 Census of Population and Housing, and key points to note include:

- The average age of residents (43.3 years) is slightly older than the Tasmania benchmark (42.0), with high representation within the 50+ age bracket (45.2%), likely due to the coastal location being popular with retirees.

- The vast majority of catchment area residents are Australian born (90.4%).

- The average household size is 2.3 persons, which is comparable to the State benchmark. Couples with dependent children are the most common family type (34.8%).

- Catchment area residents earn average per capita and household income levels that are slightly below the Tasmania benchmark – again reflecting the retiree market component (low- or no-income generation).

- There is a high level of home ownership across the catchment area (81.5%) as compared with the State (71.8%) and National (67.4%) averages.

ii. Charts 2.4 – 2.9 highlight the key socio-economic changes over the 2011 – 2021 Census periods in the context of variation from the Tasmania benchmark.

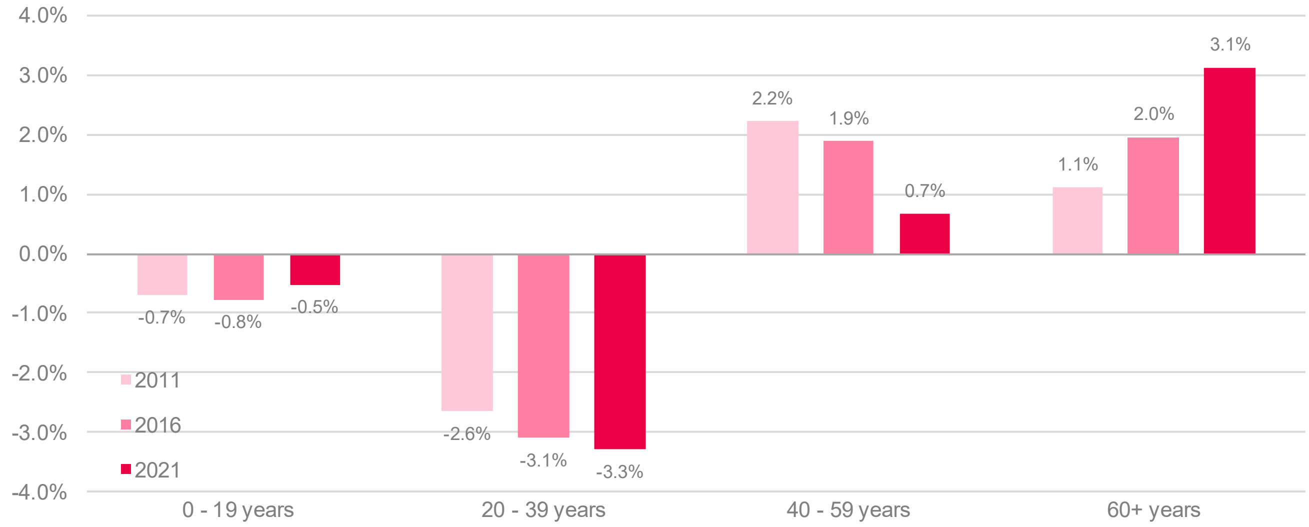
iii. The future population growth that is projected to occur throughout the region is likely to attract additional homeowners (as opposed to renters) such as those building at the neighbouring Sorell Village Estate and Pawleena Park. These residents are more likely to invest in their properties and spend a higher proportion of their income on home furnishings, building supplies for home repairs, alterations and 'Do-it-Yourself' projects. These existing and future residents are therefore likely to associate strongly with a convenience and large format retail offer at the site.

TABLE 2.2. CATCHMENT AREA SOCIO-ECONOMIC PROFILE, 2021 CENSUS

Characteristic	Catchment Area	Tasmania Average	Australia Average
People			
Age Distribution (% of Pop'n)			
Aged 0-14	**16.2%**	16.3%	18.0%
Aged 15-19	**4.9%**	5.3%	5.7%
Aged 20-29	**10.1%**	12.6%	13.3%
Aged 30-39	**12.4%**	13.1%	14.6%
Aged 40-49	**11.3%**	11.6%	13.0%
Aged 50-59	**14.2%**	13.2%	12.5%
Aged 60+	**31.0%**	27.8%	23.0%
Average Age	**43.4**	42.0	39.5
Birthplace (% of Pop'n)			
Australian	**90.4%**	85.1%	72.0%
Overseas	**9.6%**	14.9%	28.0%
• Asia	**1.4%**	5.9%	12.1%
• Europe	**4.9%**	5.2%	7.2%
• Other	**3.3%**	3.8%	8.7%
Family			
Average Household Size	**2.3**	2.3	2.5
Family Type (% of Pop'n)			
Couple with dep't children	**34.8%**	36.9%	44.2%
Couple with non-dep't child.	**8.0%**	7.0%	7.7%
Couple without children	**30.6%**	28.0%	23.8%
Single with dep't child.	**9.0%**	9.8%	8.6%
Single with non-dep't child.	**4.1%**	4.0%	4.0%
Other family	**0.8%**	0.9%	1.0%
Lone person	**12.8%**	13.3%	10.8%
Employment			
Income Levels			
Average Per Capita Income	**$45,064**	$47,367	$55,301
Per Capita Income Variation	**-4.9%**	n.a.	n.a.
Average Household Income	**$84,866**	$89,498	$109,594
Household Income Variation	**-5.2%**	n.a.	n.a.
Housing			
Tenure Type (% of Dwellings)			
Owned	**81.5%**	71.8%	67.4%
Rented	**17.1%**	26.5%	30.8%
Other Tenure Type	**1.4%**	1.7%	1.8%

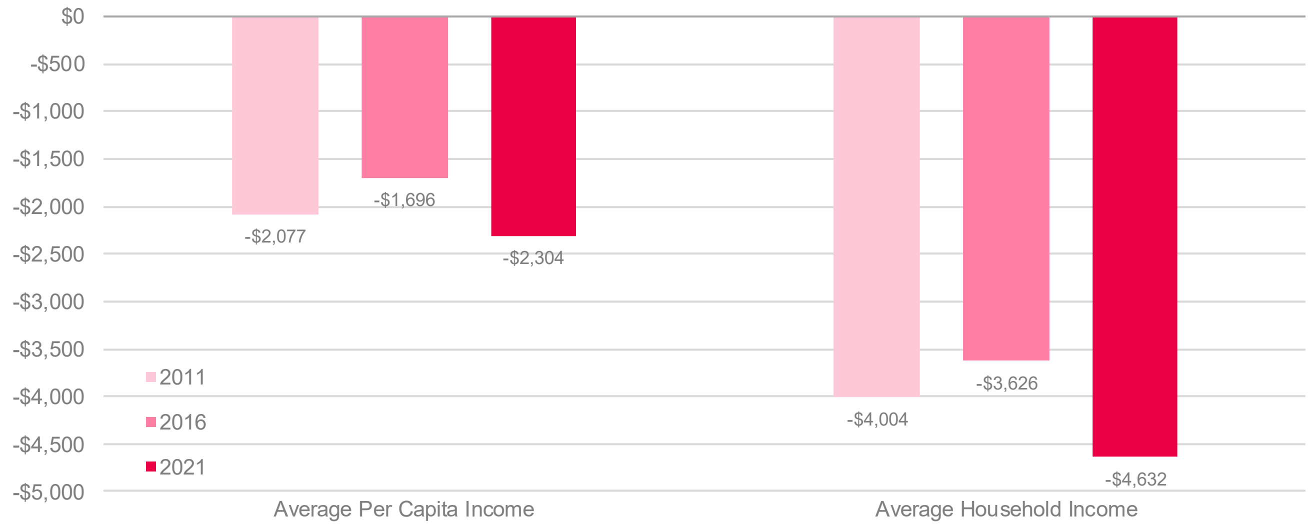
Sources: ABS Census of Population and Housing 2021

CHART 2.4. CATCHMENT AREA AGE DISTRIBUTION, 2011 – 2021 - VARIATION FROM TAS AVE (%)



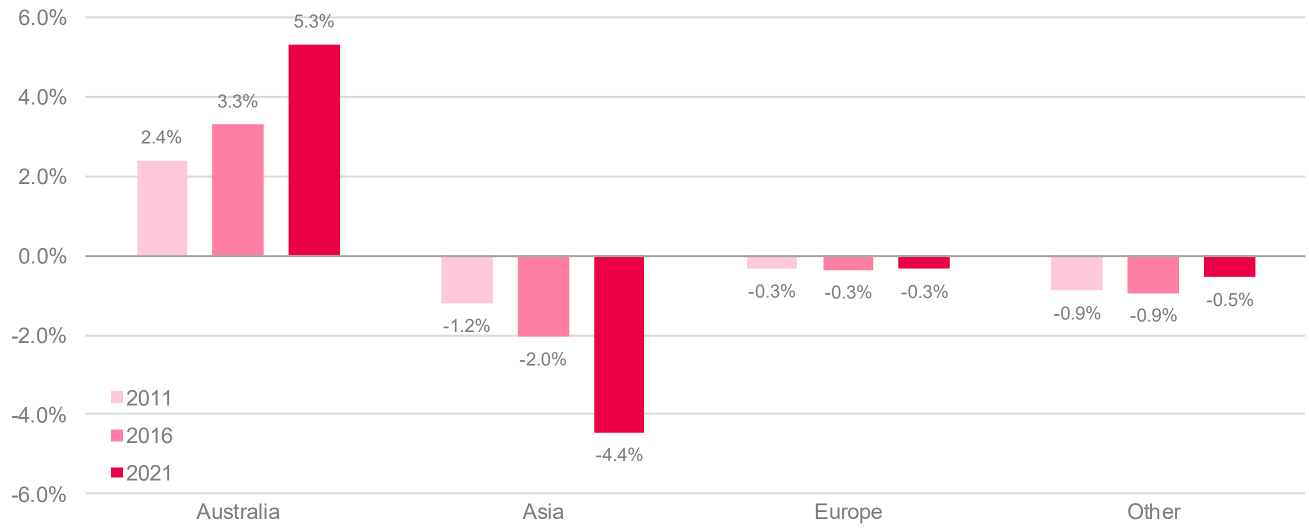
Source: ABS

CHART 2.5. CATCHMENT AREA INCOME LEVELS, 2011 – 2021 - VARIATION FROM TAS AVE ($)



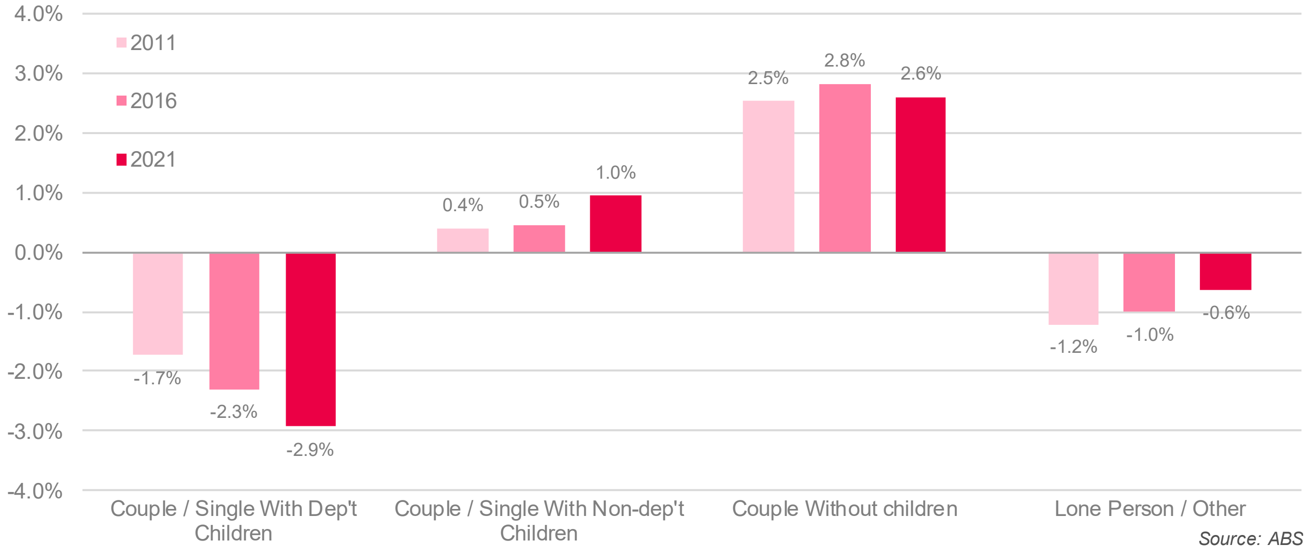
Source: ABS

CHART 2.6. CATCHMENT AREA PLACE OF BIRTH, 2011 – 2021 - VARIATION FROM TAS AVE (%)



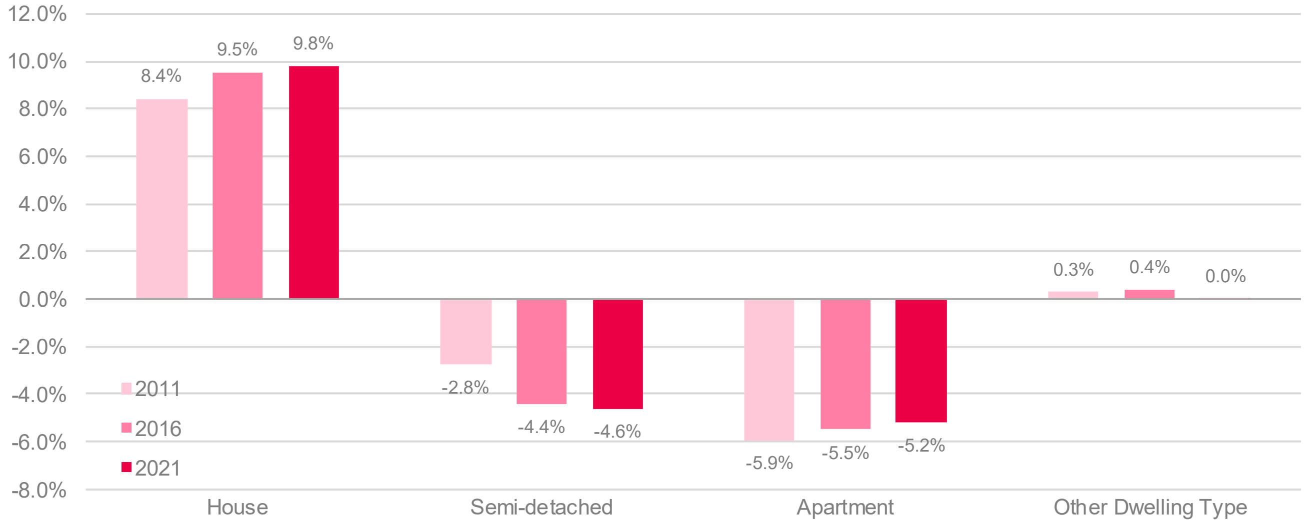
Source: ABS

CHART 2.7. CATCHMENT AREA HOUSEHOLD STRUCTURE, 2011 – 2021 - VARIATION FROM TAS AVE (%)



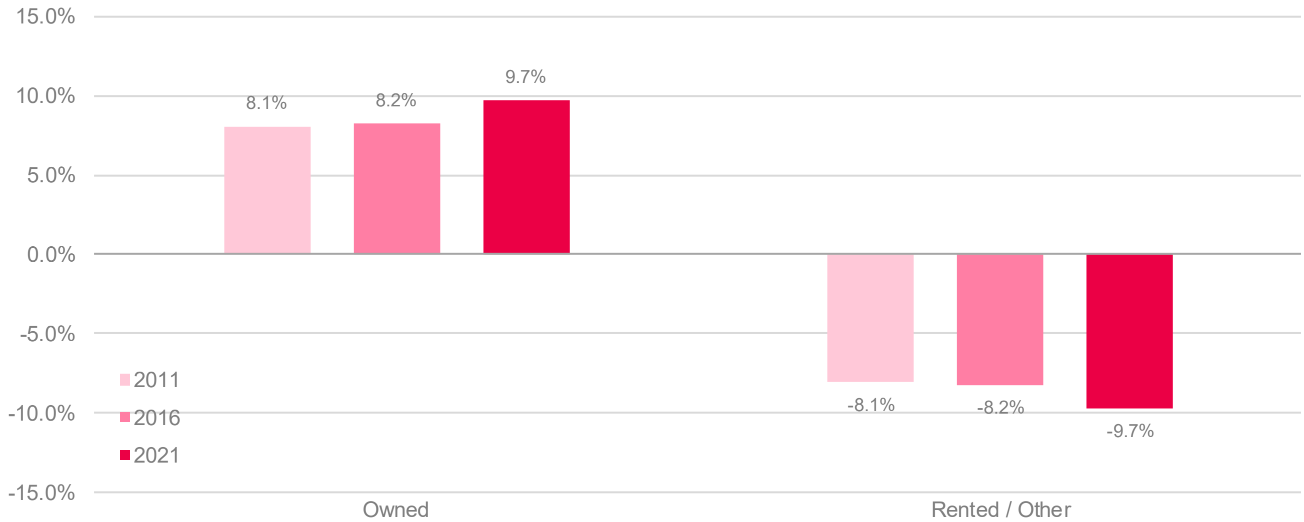
Source: ABS

CHART 2.8. CATCHMENT AREA DWELLING TYPE, 2011 – 2021 - VARIATION FROM TAS AVE (%)



Source: ABS

CHART 2.9. CATCHMENT AREA TENURE TYPE, 2011 – 2021 - VARIATION FROM TAS AVE (%)



Source: ABS

2.4. Catchment Area Retail Expenditure

i. The estimated retail expenditure capacity of the Sorell catchment area population is based on actual transaction data sourced from CommBank iQ Retail Spend Insights.

ii. CommBank iQ Retail Spend Insights is a new dataset that was first released in April 2023 (Calendar Year 2022) and is to be released for each Financial Year and Calendar Year going forward (i.e. released every six months). The dataset has initially been adopted by the three leading economic property consultants in Australia.

iii. Retail Spend Insights is a modelled view of retail spend per capita across Australia. It is provided at the granularity of SA1 allowing for the creation of bespoke catchments to facilitate a view on resident spend by category for the area. The dataset is based on de-identified, privacy treated retail banking transactions, normalised to be representative of the Australian population. Transactions may include purchases and refunds from credit card, debit card, EFTPOS cards, BPay and direct debit. Adjustments have been made for the inclusion of cash payments.

iv. CommBank iQ Retail Spend Insights excludes cash and buy now pay later services (CBNPL). The data provides the average annual (for FY2023) spend across 81 categories for people aged 18 years and older. The data is also split out by instore and online transactions.

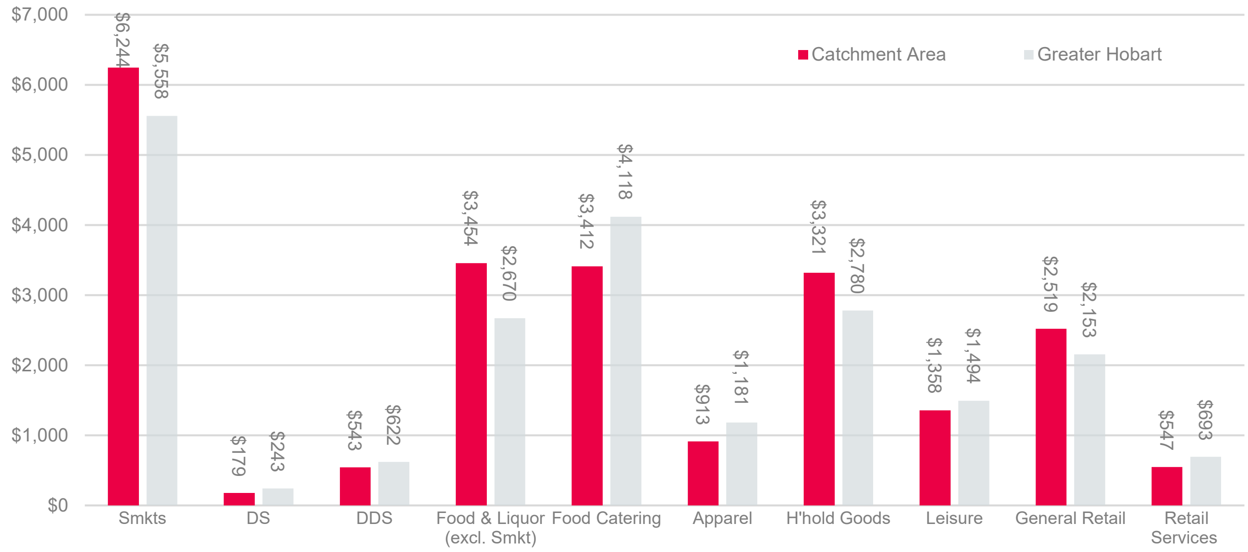
v. Charts 2.10 – 2.13 illustrate the spending levels per person across the catchment area as compared with the Tasmania State averages in 2023/24. This includes the typical retail commodity groups or store types, as well as other categories of relevance to general business operations.

vi. As shown, catchment area residents generally have higher average per capita expenditure levels across key categories such as Household Goods (+19.5%), General Retail (+17.0%), Large Format Retail (+21.7%), Total Entertainment (11.2%), Petrol Stations (+37.1%) and more.

vii. Table 2.3 outlines the total retail expenditure levels generated by the catchment area population, which is currently estimated at $599.0 million and is projected to increase at an average rate of 2.0% to $842.6 million by 2041. All figures presented in this report are in constant dollars (i.e. excluding inflation).

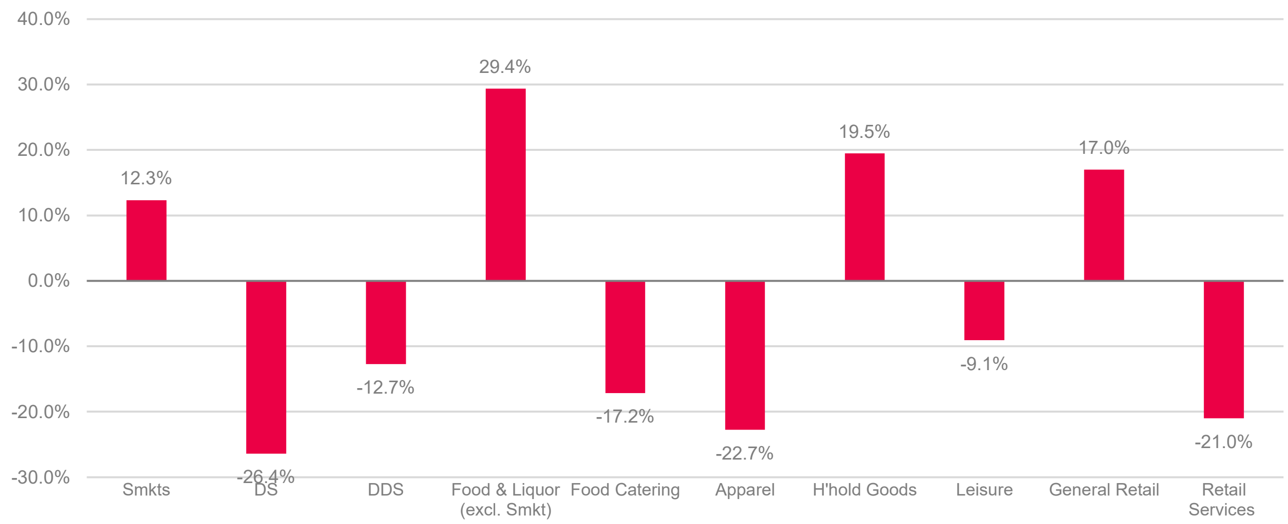
viii. Table 2.4 provides an alternate breakdown of consumption spending levels other categories of relevance to General Business operations. Total consumption spending is estimated at $778.7 million in 2024, and is projected to reach $1.1 billion by 2041 (average annual growth rate of 2.1%).

CHART 2.10. CATCHMENT AREA PER CAPITA RETAIL SPENDING, 2023/24



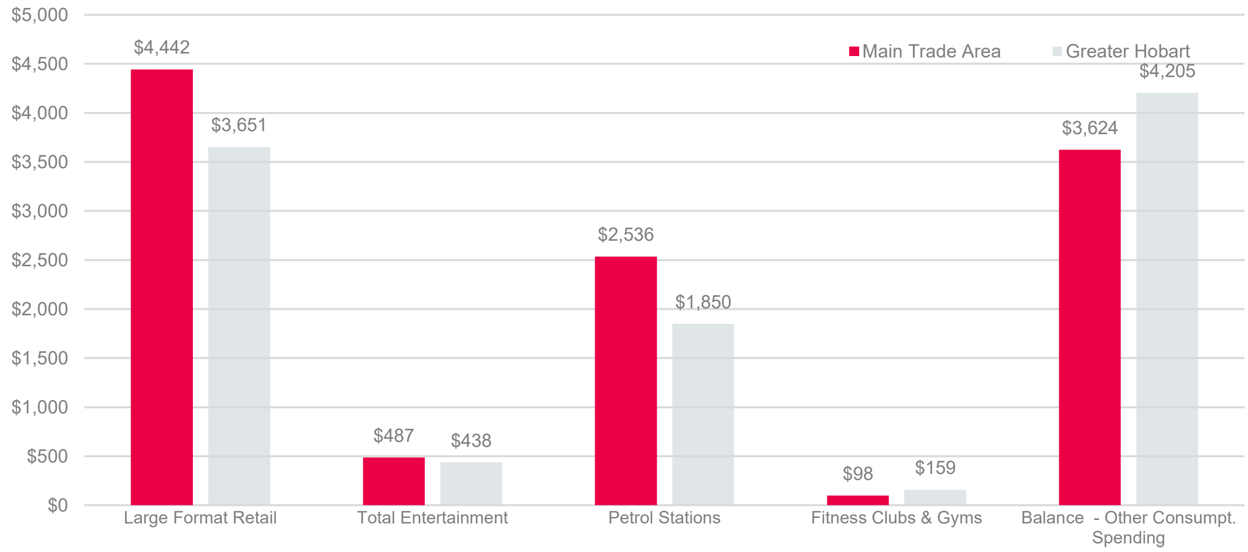
Source: CommBank iQ

CHART 2.11. CATCHMENT AREA PER CAPITA RETAIL SPENDING, VARIATION FROM GREATER HOBART AVERAGE 2023/24



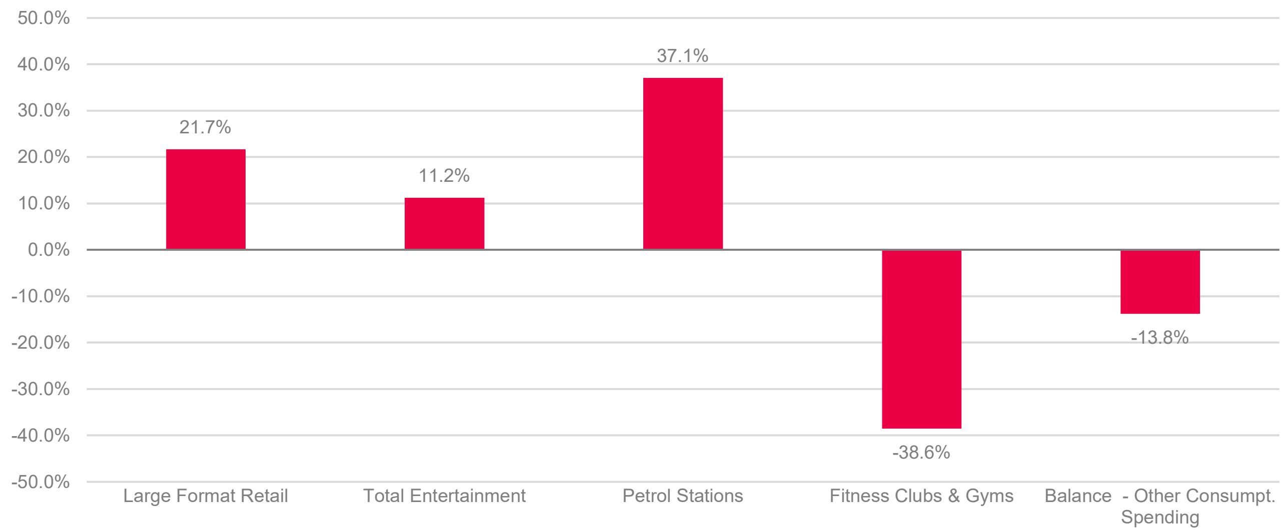
Source: CommBank IQ

CHART 2.12. CATCHMENT AREA PER CAPITA SPENDING (KEY CATEGORIES), 2023/24



Source: CommBank iQ

CHART 2.13. CATCHMENT AREA PER CAPITA SPENDING (KEY CATEGORIES), VARIATION FROM GREATER HOBART AVERAGE 2023/24



Source: CommBank IQ

TABLE 2.3. CATCHMENT AREA EXPENDITURE BY RETAIL COMMODITY GROUP, 2024 – 2041

Y/E June	Smkt	Dept Store	Discount Dept Store	Food & Liquor	Food Catering	Apparel	H'hold Goods	Leisure	General Retail	Retail Services	Total Retail
2024	166.3	4.8	14.5	92.0	90.9	24.3	88.4	36.2	67.1	14.6	**599.0**
2025	169.9	4.9	14.8	94.0	92.8	24.8	90.3	36.9	68.5	14.9	**611.8**
2026	173.3	5.0	15.1	95.9	94.7	25.3	92.2	37.7	69.9	15.2	**624.2**
2027	177.3	5.1	15.4	98.1	97.4	26.0	94.7	38.8	71.9	15.6	**640.2**
2028	180.9	5.2	15.7	100.1	99.9	26.7	97.2	39.7	73.7	16.0	**655.2**
2029	184.7	5.3	16.1	102.2	102.4	27.4	99.7	40.8	75.6	16.4	**670.5**
2030	188.5	5.4	16.4	104.3	105.1	28.1	102.2	41.8	77.6	16.9	**686.2**
2031	192.4	5.5	16.7	106.4	107.8	28.8	104.9	42.9	79.6	17.3	**702.2**
2032	195.9	5.6	17.0	108.4	110.3	29.5	107.3	43.9	81.4	17.7	**717.2**
2033	199.1	5.7	17.3	110.2	112.7	30.1	109.6	44.8	83.2	18.1	**730.9**
2034	202.4	5.8	17.6	112.0	115.1	30.8	112.0	45.8	85.0	18.5	**744.8**
2035	205.7	5.9	17.9	113.8	117.5	31.4	114.4	46.8	86.8	18.9	**759.1**
2036	209.1	6.0	18.2	115.7	120.1	32.1	116.8	47.8	88.6	19.3	**773.6**
2037	212.3	6.1	18.5	117.4	122.5	32.8	119.2	48.8	90.5	19.6	**787.6**
2038	215.3	6.2	18.7	119.1	124.9	33.4	121.5	49.7	92.2	20.0	**801.0**
2039	218.3	6.3	19.0	120.8	127.3	34.0	123.9	50.7	94.0	20.4	**814.6**
2040	221.5	6.3	19.3	122.5	129.7	34.7	126.3	51.6	95.8	20.8	**828.5**
2041	224.6	6.4	19.5	124.3	132.2	35.4	128.7	52.6	97.6	21.2	**842.6**
Expenditure Growth											
2024-26	7.0	0.2	0.6	3.9	3.8	1.0	3.7	1.5	2.8	0.6	**25.2**
2026-31	19.1	0.5	1.7	10.6	13.1	3.5	12.7	5.2	9.6	2.1	**78.1**
2031-36	16.7	0.5	1.5	9.2	12.3	3.3	12.0	4.9	9.1	2.0	**71.4**
2036-41	15.5	0.4	1.4	8.6	12.2	3.3	11.8	4.8	9.0	2.0	**69.0**
2024-41	58.3	1.7	5.1	32.3	41.3	11.1	40.2	16.5	30.5	6.6	**243.6**
Average Annual Growth Rate											
2024-26	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	**2.1%**
2026-31	2.1%	2.1%	2.1%	2.1%	2.6%	2.6%	2.6%	2.6%	2.6%	2.6%	**2.4%**
2031-36	1.7%	1.7%	1.7%	1.7%	2.2%	2.2%	2.2%	2.2%	2.2%	2.2%	**2.0%**
2036-41	1.4%	1.4%	1.4%	1.4%	1.9%	1.9%	1.9%	1.9%	1.9%	1.9%	**1.7%**
2024-41	1.8%	1.8%	1.8%	1.8%	2.2%	2.2%	2.2%	2.2%	2.2%	2.2%	**2.0%**

**Constant 2021/22 dollars & including GST*

TABLE 2.4. CATCHMENT AREA EXPEND. BY OTHER GENERAL BUSINESS CATEGORY GROUPS, 2024 – 2041

Y/E June	Large Format Retail	Balance - Other Retail	Total Entertainment	Petrol Stations	Fitness Clubs & Gyms	Balance - Total Consumpt. Spending	Total Consumption Spending
2024	118.3	480.7	13.0	67.6	2.6	96.5	**778.7**
2025	120.9	491.0	13.2	69.0	2.7	98.6	**795.3**
2026	123.3	500.9	13.5	70.4	2.7	100.6	**811.4**
2027	126.8	513.5	13.9	72.4	2.8	103.4	**832.7**
2028	130.0	525.2	14.2	74.2	2.9	106.1	**852.6**
2029	133.4	537.2	14.6	76.1	2.9	108.8	**873.0**
2030	136.8	549.4	15.0	78.1	3.0	111.6	**893.9**
2031	140.3	561.9	15.4	80.1	3.1	114.5	**915.3**
2032	143.6	573.6	15.7	82.0	3.2	117.2	**935.2**
2033	146.7	584.2	16.1	83.7	3.2	119.7	**953.6**
2034	149.8	595.0	16.4	85.5	3.3	122.2	**972.3**
2035	153.0	606.0	16.8	87.4	3.4	124.8	**991.4**
2036	156.3	617.3	17.1	89.2	3.4	127.5	**1,010.9**
2041	172.2	670.4	18.9	98.3	3.8	140.5	**1,104.0**
Expenditure Growth							
2024-26	5.0	20.2	0.5	2.8	0.1	4.1	**32.7**
2026-31	17.0	61.0	1.9	9.7	0.4	13.9	**103.9**
2031-36	16.0	55.3	1.8	9.1	0.4	13.1	**95.7**
2036-41	15.8	53.2	1.7	9.0	0.3	12.9	**93.1**
2023-41	53.8	189.7	5.9	30.7	1.2	43.9	**325.3**
Average Annual Growth Rate							
2024-26	2.1%	2.1%	2.1%	2.1%	2.1%	2.1%	**2.1%**
2026-31	2.6%	2.3%	2.6%	2.6%	2.6%	2.6%	**2.4%**
2031-36	2.2%	1.9%	2.2%	2.2%	2.2%	2.2%	**2.0%**
2036-41	1.9%	1.7%	1.9%	1.9%	1.9%	1.9%	**1.8%**
2024-41	2.2%	2.0%	2.2%	2.0%	2.2%	2.2%	**2.1%**

**Constant 2022/23 dollars & including GST*
Source : CBA IQ, Location IQ

2.5. Other Customer Segments

i. In addition to the catchment area resident population, the proposed uses as part of the Sorell development would also service a range of other customer segments, including:

Workers

- A total of 5,910 people were employed within the Sorell Catchment area as at the 2021 Census, a figure which has increased from 3,440 as at 2011.
- The employment area immediately surrounding Sorell (as illustrated on Map 2.3) employs almost one third of this population, at 2,024 persons in 2021.
- It is important to note that a proportion of the worker market is likely to be a sub-set of the residential market, given some workers would live within the catchment area. However, residents who both live and work within the catchment would have the opportunity to use the proposed facilities at the site more regularly than if they worked elsewhere.

Visitors & Passing Traffic

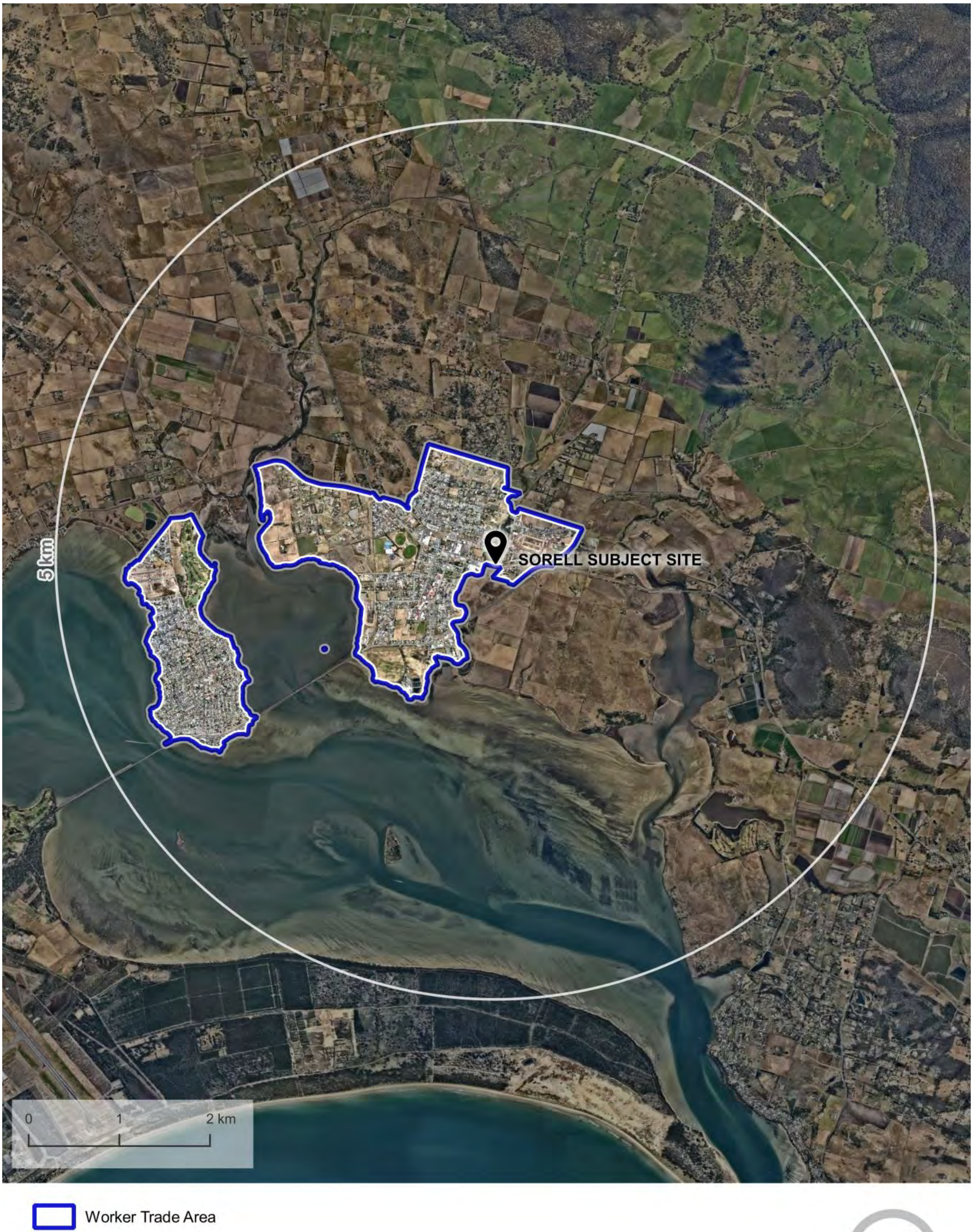
- Sorell also occupies a high-profile location along the Tasman Highway and Arthur Highway, which are major arterial routes through the region. Based on the latest available traffic counts from Main Road Transport Links (Tasmania Government), the Tasman Highway recorded average annual weekly traffic of 17,042 vehicles (2017) south of Sorell, while the Arthur Highway recorded some 13,089 vehicles through the town (2016) and past the subject site.
- As indicated by Council:

> *"More than 370,000 tourists are estimated to travel through Sorell on their way to the east coast, the World Heritage Site of Port Arthur and Hobart each year.*
>
> *Council is working hard to encourage some of these "passing through" tourists to stay a while and explore what the Municipality has to offer.*
>
> *Popular attractions for tourists and holiday-makers include the many walking routes and scenic drives, fine eateries and wineries, some of the most popular surf beaches in Tasmania, a wide range of arts and cultural activities, markets, historic and heritage sites and op shops.:*

ii. Consequently, the demand for each of the proposed uses at the Sorell development should also be considered in the context of net inflow - or additional demand from residents (workers, visitors, passers-by) beyond the resident catchment area.

iii. In other words, the level of demand for a range of uses generated by the residential population alone is likely to be understated, due to these additional customer segments.

MAP 2.3. SORELL DZN (IMMEDIATE WORKER PRECINCT)



3 Potential for Proposed Uses

This section examines the potential for a range of uses that are proposed or could be included at the Sorell subject site.

3.1. Large Format Retail, Hardware & Specialist Showrooms

i. As outlined previously in Section 1.2, large format tenancies are proposed to form the bulk of the development – with preliminary plans indicate up to 12 tenancies across a combined 16,820 sq.m.

ii. These tenants would be provided at both the southern portion of the site, and in a straight-line format in the north – and each would be nearby a convenient provision of at-grade car parking.

iii. Many large format retail, hardware and showroom-type tenants could be housed within traditional straight-line showroom buildings (or similar), which also facilitate the requisite adaptability to cater for varying size requirements. This would also maximise, convenience, exposure, sightlines, car parking wayfinding and more.

iv. Large format retailing has evolved in Australia and incorporates bulky goods and retail showroom uses. Large format retailing includes a range of categories, but generally covers items of a bulky nature that require a large area for handling, display or storage, or direct vehicle access for loading.

v. Large format retail centres or developments typically serve broad geographic catchment areas due to infrequent purchase habits.

vi. In recent times, the tenants looking to locate in bulky goods/large format areas has expanded, given that retail tenants such as sporting goods, toy stores, automotive, camping equipment, tool shops and many more - trade in a similar manner, attracting low market shares across broad regions. Consequently, ‘retail showroom’ tenants are suited to locations similar to bulky goods centres.

vii. Large format retail or bulky goods centres/precincts are typically located in high-profile, main road locations and, therefore, receive excellent exposure to passing traffic and are easily accessible from both a local and regional perspective. This is evident at the subject site, which enjoys proximity and frontage to major arterial roads such as the Tasman Highway and Arthur Highway.

viii. The co-location of facilities in a single site or precinct generally results in a benefit to the consumer as well, with customers preferring to cross-shop, in order to compare prices and products more easily. This has been an increasing trend within the Australian retail environment.

ix. Large format retail or homemaker centres, as an asset class, have experienced significant growth over the past decade with the population and housing boom in Australia. However, there has been a slowdown in the construction of new large format centres due to restricted site availability and rising building costs, giving rise to more freestanding sites (particularly in the hardware category).

x. The Sorell site would represent a contemporary large format retail development, as opposed to a traditional shopping centre or strip retail.

xi. In this sense, the types of tenants that would be attracted to the site would be those that are unlikely to find appropriate floorspace or tenancies elsewhere within the Sorell Town Centre; prefer co-location and critical mass; and/or have network gaps across Hobart or the catchment area.

Large Format Retail

- Maps 3.1 – 3.3 illustrate the location of surrounding large format retail, trade, showroom and mini-major stores throughout the catchment area and broader region. As outlined above, there is a strong proliferation of facilities around Hobart, as well as clusters at Kingston and Cambridge. In contrast, there are currently a limited number of facilities within the Sorell catchment area, as highlighted in Tables 3.1 – 3.2, including:
  - Mitre 10 (2,800 sq.m) anchors the Sorell precinct, across a site of 4,614 sq.m. The store is located at the high-profile intersection of Cole Street and Gordon Street.
  - Pinecrest Industrial Estate (at the southern portion of Sorell near the Bypass) includes Petstock (460 sq.m), which is co-located with more commercial uses.
  - Kings Living Outdoor (300 sq.m) is provided along Gordon Street.
  - Choices Flooring (300 sq.m) is also located at Midway Point.
  - Elsewhere within Sorell, there are no (or limited) other tenants that would fall under the traditional large format retail classification – and the total floorspace provision is estimated at 3,960 sq.m.
  - Mini-major tenants include The Reject Shop at Gateway Shopping Centre, as well as Terry White Pharmacy and Chemist Warehouse each along Gordon Street. These operators would be considered traditional retail brands.
- For these reasons, traditional large format retail brands that may show interest in the site would include:
  - **Auto & Trade:** Super Cheap Auto, Inspirations Paint, Reece Plumbing, Repco, Autobarn, Battery World, Dulux and Total Tools (each of which are already operating in Tasmania, but not the catchment area). Other tenants that would be first to market for the State include Albert's, Auto One, Auto Pro, Sydney Tools and Work Clobber.
  - **Electrical, Sound & Computers:** major operators such as Betta Home Living, Godfreys, Jaycar Electronics, JB Hi-Fi/JB Hi-Fi Home and The Good Guys.
  - **Florists, Pets, Toys & Miscellaneous:** unique operators such as Petbarn, Toyworld, Cash Converters, Officeworks, Nutrition Warehouse – or potential first to market brands like City Farmers, Clark Rubber, Lombard, Toys R Us and Toymate.
  - **Homewares:** Spotlight, Adairs, Bed Bath N Table or Howards Storage World.
  - **Hardware:** hardware brands generally require large, freestanding sites and stock a large variety of hardware and gardening products. This can include large format stores (typically greater than 2,000 sq.m and up to 15,000 sq.m) such as Bunnings or the nearby Mitre 10 (2,800 sq.m) - that serve both retail and trade customers. Other operators (typically 3,000 sq.m or less) such as Total Tools, Sydney Tools, Tool Kit Depot, Makit, and other independents that would be complementary to the incumbent tenant (nor compete directly).

- **Sporting Goods:** a large outdoor/sporting goods store could consider the site, including Anaconda, BCF, Kathmandu and Rebel Sport.

Specialist Traders

- In addition to large format retail, specialist traders are also likely to consider the Sorell site. A specialist trader primarily serves the trade market and stocks a narrow range of goods, including:
  - Paints
  - Plumbing
  - Electrical
  - Tiles/flooring
  - Building supplies
  - Pool equipment and supplies
  - Agricultural equipment
  - Power tools and machinery
- Map 3.2 highlights the location of these specialist traders throughout the catchment area and surrounding. Although more sporadic in their provision, the pattern of trade showrooms generally mirrors that of large format retail, noting key precincts around Hobart, as well as around Kingston and Cambridge.
- There is currently only a small number of trade and showroom specialists within Sorell, along both Gordon Street or within the Pinecrest Industrial Estate at the south of the town centre – which is fully occupied.

Mini-majors

- Mini-majors are more traditional retail tenants with floorspace of 400 sq.m or greater. The provision of mini-major tenants at centres in Australia has increased over the past decade, reflecting new tenants in the category, changing consumer preferences and shopping centre owners looking to provide these types of tenants to increase customer flows.
- Map 3.3 illustrates the location of national chain mini-major brands in the surrounding area. As shown, the Sorell catchment area includes a low number of key brands, that are generally clustered around Hobart. Table 3.3 further illustrates these network gaps – noting that the catchment area comprises just four (4) of the 29 represented mini-major type tenants – of which 20 currently operate in Tasmania.
- The types of mini-major tenants that could consider a tenancy at the subject development would generally to operate in free-standing or similar large format precincts (destinational draw) and may include the following:
  - **Large Format Liquor:** brands often operate standalone locations in high-profile and easily accessible locations. Dan Murphy's have two stores in Hobart and may consider a northern site at Sorell.
  - **Fruit & Vegetable or Artisan Food:** common in comparable precincts, often operating out of warehouse style tenancies. Local examples include Salamanca Fresh, Hill Street Grocer, TCM Market and more. Examples form around Australia include Meat Emporium (Alexandria NSW), Paesenella (St Peters NSW), or The Urban Providore (Fyshwick ACT). A tenant such as this may show interest in the site, particularly if able to operate warehousing and logistics out of the store that would facilitate online delivery and storage.

- **Large Format Pharmacy**: chemists can operate in standalone locations and can exceed 500 sq.m in size. Large pharmacies are generally high trading tenants, which complement convenience offer at a centre, as well as medical facilities.
- **Apparel:** key brands that can operate out of similar precincts include Rivers, Best & Less, Cotton on Mega, Bonds and Lowes.
- **Discount Variety:** The Reject Shop is already located in the town centre, however, alternate local brand Shiploads is not represented at Sorell.

xii. There are no known future competitive developments of relevance within the catchment area.

xiii. This lack of floorspace or representation from key brands and operators across these categories is likely attributable, in-part, to the significant size (land and floorspace) requirements of many tenants, which is at-odds with available floorspace throughout zoned land within the town centre.

3.1.1. Projected Demand, Sales & Benchmarks

i. The Sorell site occupies a high-profile and recognisable location within an established precinct.

ii. The proposed development would represent a contemporary large format retail development that would appeal to a broad range of prospective operators that would otherwise be unable to be accommodated within the town (and have current network gaps). Existing zoned land at Sorell would be unable to accommodate larger floorplates and the critical mass (or clustering) that is commonplace within the category.

iii. One such example is Pinecrest Industrial Estate, which is at full capacity and also includes a range of brands/operators that would typically prefer to locate in a more pedestrian (resident-friendly) or accessible retail area, if a development such as the subject site were available.

iv. There is likely to be strong potential for large format retail, mini-major, automotive, hardware and specialist floorspace at the Sorell development, and these tenants typically need to satisfy several characteristics, each of which are present at the subject site, including:

- A flat land parcel over a single level.
- Single land ownership.
- Main road exposure and accessibility.
- Able to conveniently accommodate trucks and delivery of stock.
- Generally complementary with surrounding facilities, including as part of a precinct.
- Large ceiling heights and tenancies greater than 400 sq.m.

v. The subject development would therefore present an opportunity for Sorell to unlock new floorspace opportunities and accommodate a broader range of large format retail (and associated uses) that would be more comparable with towns such as Kingston. By way of example, the Mertonvale Circuit and Westside Circle precincts on the edge of the Kingston town centre comprise a similar range of tenants to those examined above, including:

- Petstock
- Betta Electrical
- Bennet's Furniture.
- Inspirations Paint
- A vet
- Beaurepairs
- HFT Interiors
- The Importer
- House of Dance
- Burson Auto Parts
- Kingston Floorcovering
- Southern Range Sports Fishing & Tackle.
- Hyperdrive Kart Racing
- TeamFit Training
- Pure Pilates
- Jaycar
- Salvos.
- Vinnies
- Domino's
- A car wash
- Three pad sites, KFC, McDonald's and Hungry Jacks
- Pet Barn.
- Repco
- … and many more.

vi. In order to assess projected impacts from the proposed development, it is important to examine the potential trading level which prospective large format retail and similar tenants at the development could be anticipated to trade. To do so, a range of benchmarks have been examined, including but not limited to the following:

- Based on the latest annual report from Wesfarmers (FY2023), Bunnings revenue total some $18.5 billion across 513 stores. This equates to $3.6 million per store, or some $3,600 per sq.m given stores average around 10,000 sq.m.

- Colliers (*Retail Research & Forecast Report*) reported that as at Q1 2024, average gross rents for large format retail floorspace across major cities were around $193 - $376 per sq.m. Typically, large format retail and similar tenants support occupancy cost ratios of approximately 10%. This would indicate average sales for large format retail floorspace across Brisbane is around $1,930 - $3,760 per sq.m.

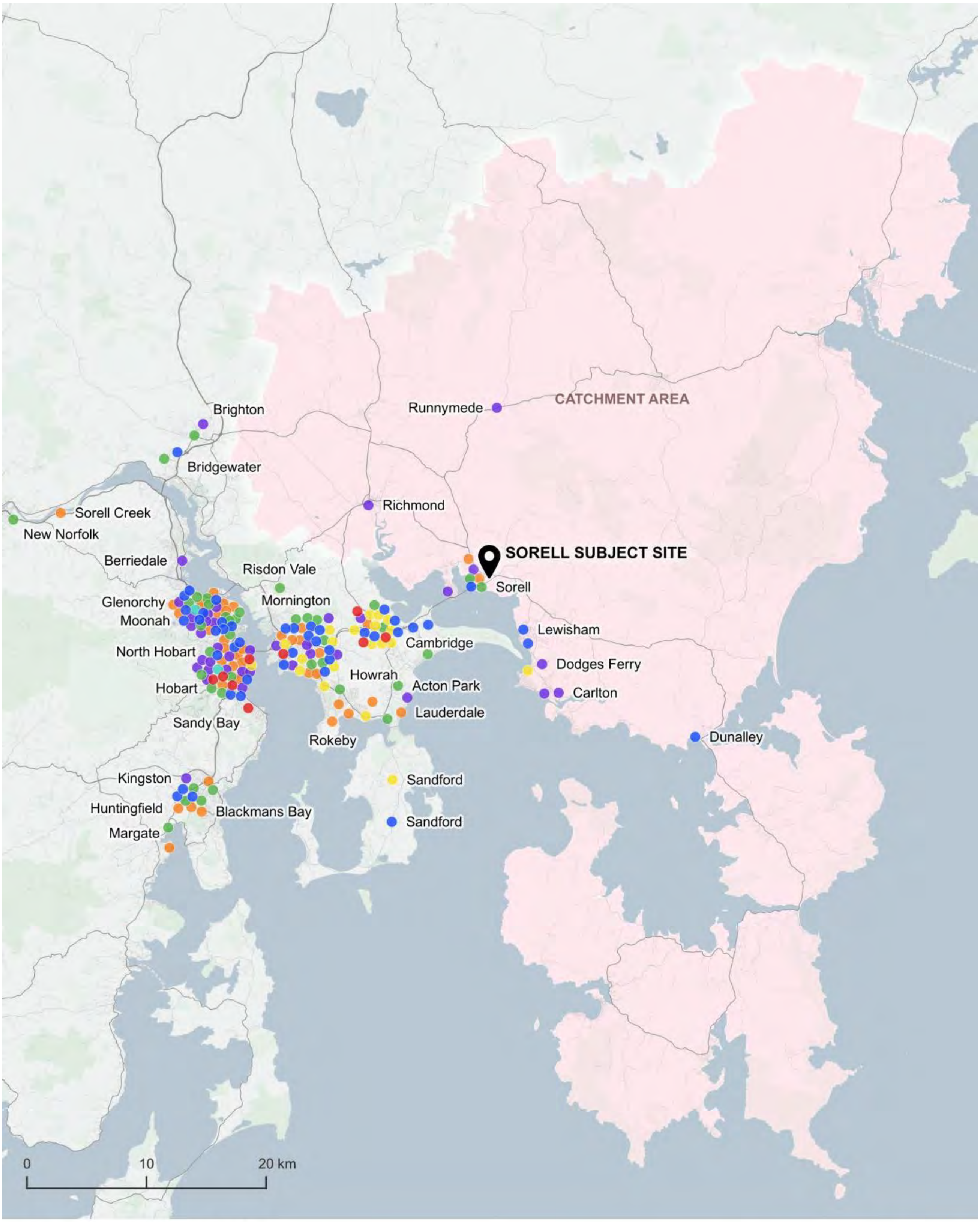
- Location IQ maintains a detailed database of large format retail tenants across Australia, including size, sales, gross rents, and occupancy costs. Based on this information, tenants that form part of large format retail centres or precincts typically average around 1,100 sq.m in size and achieve average sales of around $3,350 per sq.m. Average gross rents also align with other benchmarks, at some $315 per sq.m, or an occupancy cost ration of 9.4%.

vii. While tenants within the large format retail, hardware and trade-related showroom space cover a broad array of product types and categories, many trade at similar productivity levels. For the purposes of this assessment, proposed large format retail, hardware and trade-related showroom space totalling up to 16,820 sq.m at the Sorell development is projected to achieve sales of approximately $56.4 million, or $3,350 per sq.m.

viii. This would reflect around 45.7% of catchment area spending across the large format retail category (not accounting for spend from beyond or supply-induced growth), however, the vast majority of this would impact facilities beyond Sorell and the catchment area – given there would be minimal replication of the existing Sorell town centre offer.

MAP 3.1. LARGE FORMAT RETAIL

MAP 3.2. SHOWROOM & TRADE SPECIALISTS



Independent Hardware Retailers

- Kitchen and Bathroom Supplies
- Building Supplies
- Electrical
- Paint
- Plumbing
- Garden and Outdoor Supplies
- Pool Equipment and Supplies

MAP 3.3. MINI-MAJORS

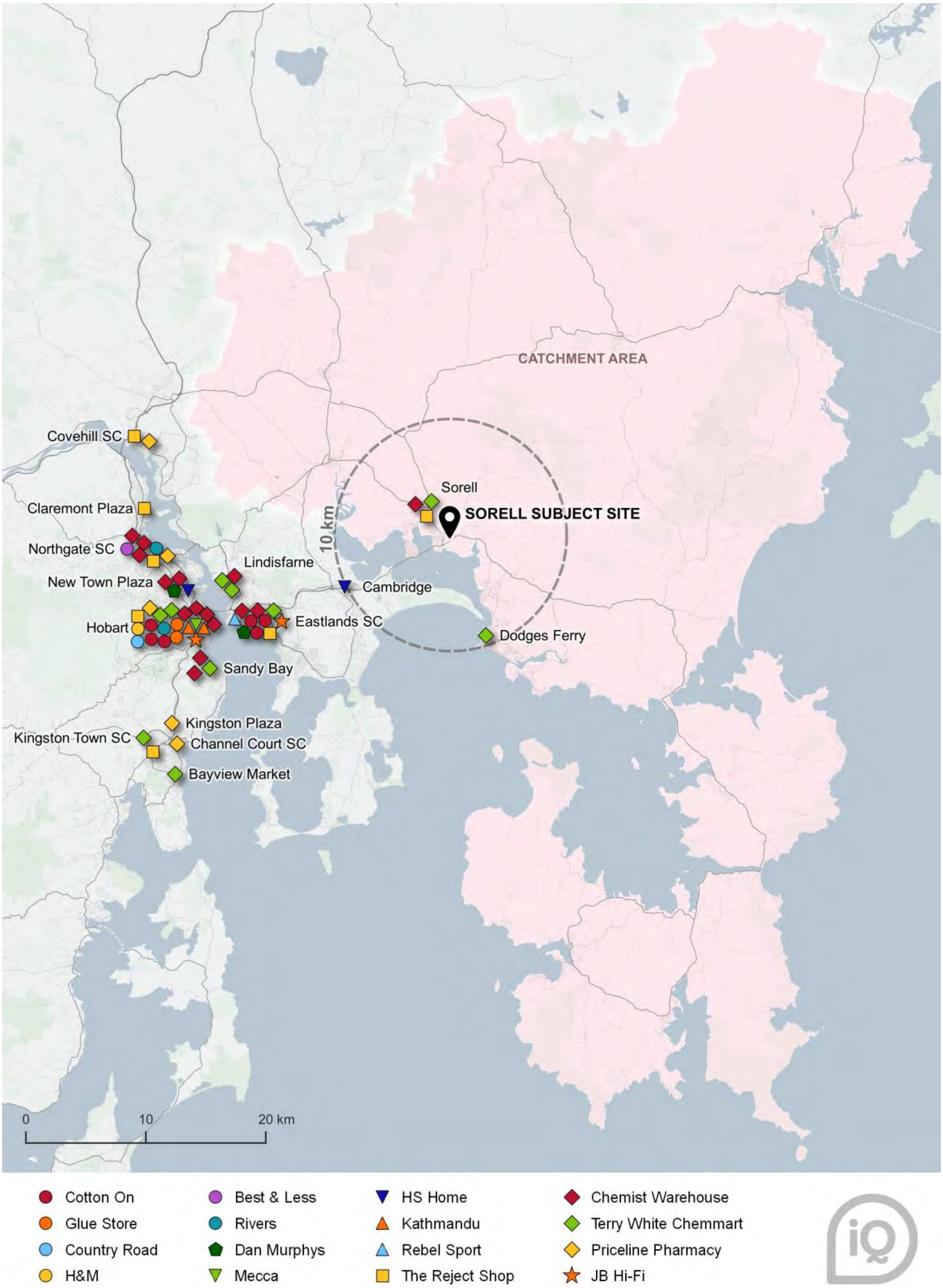


TABLE 3.1. LARGE FORMAT RETAIL GAP ANALYSIS (1/2)

Tenant	Ave. GLA (sq.m)	Within Sorell	Elsewhere Catchment Area	Greater Hobart (exc. Catchment)	Kingston / Kingsborough	Greater Launceston	Tasmania Total
Automotive & Trade							
Super Cheap Auto	834			3		1	6
Inspirations Paint	939			2	1	1	5
Reece Plumbing	630			4	1	1	5
Repco	587			3		1	5
Autobarn	849			1		1	4
Battery World	418			2			2
Dulux	500			1		1	2
Total Tools	1,635			1		1	2
Alberts Car Stereo	380						
Auto One	565						
Auto Pro	528						
Sydney Tools	1,500						
Work Clobber	385						
Electrical, Sound & Computers							
Betta Home Living	621			2	1	2	7
Godfreys	371			2		1	5
Jaycar Electronics	432			2	1	1	3
JB Hi-Fi	1,255			2		1	3
The Good Guys	2,483			1		1	2
Leading Appliances	446						
Retravision	1,050						
Florists, Pets, Toys & Miscellaneous							
Petbarn	875			3	1	1	6
Toyworld	450			1		1	4
Cash Converters	390			2		1	3
Officeworks	1,825			1		1	2
Nutrition Warehouse	400			1			1
City Farmers	774						
Clark Rubber	770						
Lombard	1,465						
Red Dot / Red Dot Home	1,000						
Toys R Us	2,380						
Toymate	700						
Homewares							
Spotlight	2,631			1		1	3
Adairs	337			1		1	2
Bed Bath N Table	244			1		1	2
Howards Storage World	449			2			2
Curtain Wonderland	570						
Lincraft	1,278						
Robins Kitchen	123						
Vast Interior	744						

Source: Location IQ Database

TABLE 3.2. LARGE FORMAT RETAIL GAP ANALYSIS (2/2)

Tenant	Ave. GLA (sq.m)	Within Sorell	Elsewhere Catchment Area	Greater Hobart (exc. Catchment)	Kingston / Kingsborough	Greater Launceston	Tasmania Total
Furniture & Hardware							
Mitre 10	1,557	1		4	1	1	19
Bunnings Warehouse	10,189			3	1	2	7
Choices Flooring	626	1		3	1	1	7
Harvey Norman	4,367			4	1	1	7
Carpet Court	573			2		1	5
Barbeques Galore	869			1		1	2
Beacon Lighting	743			1		1	2
Early Settler Furniture	1,341			1			2
Fantastic Furniture	2,526			1		1	2
Forty Winks	1,094			1		1	2
La-Z-Boy	772			1		1	2
True Value Hardware	587						2
Amart Furniture	4,143			1			1
Baby Bunting	1,838			1			1
Freedom Furniture	2,188			1			1
Home Timber & Hardware	1,535						1
Nick Scali Furniture	2,194			1			1
Snooze	1,212					1	1
Stratco	2,484			1			1
Thrifty Link	503						1
Mayne Rugs	558						
Bedshed	1,079						
Carpet Call	874						
Domayne	5,557						
Furniture Bazaar	2,224						
Ikea	28,340						
Independent Hardware	878						
King Living	761						
Makit	569						
Plush	1,121						
Segals Outdoor Furniture	2,088						
Solomons Flooring	372						
Sporting Goods							
Anaconda	2,235			2		1	4
BCF	1,277			2		1	4
Kathmandu	418			1		1	3
Rebel Sport	1,276			1			1
Golf Box	545						
Orbit Fitness	392						

Source: Location IQ Database

TABLE 3.3. MINI-MAJOR GAP ANALYSIS

Metric	Ave. GLA (sq.m)	Within Sorell	Elsewhere Catchment Area	Greater Hobart	Kingston	Greater Launceston	Tasmania Total
Food & Liquor							
Dan Murphys	1,300			2		1	3
First Choice Liquor	1000						
Food Catering							
The Sporting Globe	500						
Dome	250						
Apparel							
Rivers	470			2		1	5
Best & Less	1,000			1			3
Cotton On	575			1		1	3
Bonds	190			2		1	3
Lowes	250			2			2
Surf Dive'n'Ski	300			1			1
Foot Locker	225			1			1
Ozmosis	375						
Universal Store	235						
City Beach	520						
Household Goods							
JB Hi - Fi	810			2		1	3
Bed Bath n Table	250			1		1	2
Adairs	300			1		1	2
Leisure							
Rebel Sport	1,375			1			1
Dymocks	250			1			1
General Retail							
Terry White Pharmacy	300	1	1	7	2	9	23
Chemist Warehouse	530	1		12		5	18
The Reject Shop	712	1		7	1	3	18
Priceline	385			6	2	2	10
Kaisercraft	375			1	1		1
Smart Dollar	350						
Red Dot	480						
Miscellaneous							
PetStock	680	1		5	1	3	10
Petbarn	875			3	1	1	6
Timezone	950						

Source: Location IQ database

3.2. Fast Food

i. The Sorell development is proposed to include a drive thru fast food (250 sq.m) Pad site at the south-east portion of the site. The pad site would have an independent (two-lane) drive thru and would front onto the corner of the Arthur Highway/ Cole Street and Pawleena Road.

ii. In Australia, the food catering market (comprising fast food and take-away food stores) is a $22 billion industry, comprising more than 26,000 businesses[1]. There are a range of competitors within the market, of which the major ones include:

- **McDonald's Australia**: 1,029 stores and holds an estimated 20.1% market share ($4.43 billion revenue)
- **Competitive Foods Australia**: 459 Hungry Jacks stores and holds a 9.8% market share ($2.16 billion revenue).
- **Yum! Restaurants:** 430 KFC stores, with an estimated 7.9% market share ($1.73 billion revenue).
- **Domino's Pizza:** franchisor of 720 Domino's Pizza stores with a 5.2% market share ($1.14 billion revenue).
- **Collins Foods:** 250 KFC stores and 35 Taco Bell stores with a market share of more than 5%
- **Subway Systems:** franchisor for over 1,200 Subway stores across Australia with a market share of 5%
- **Craveable Brands:** 580 stores across the Red Rooster, Chicken Treat and Oporto brands that combine for a market share of around 4%.

iii. IBISWorld[1] estimate that by 2026/27, the fast food and takeaway market will exceed $22.5 billion in revenue across 27,558 businesses and some 233,370 employees ($6.2 billion in wages). The operational aspects of each brand/group vary with some of the key points including:

- **Hours of trade**: the largest chains, such as McDonald's, often trade 24-hours, 7-days a week, offering specific breakfast, lunch, and dinner menus. With a substantial number of other traders having limited trading hours, providing only breakfast/lunch or lunch/dinner offerings.
- **Home delivery**: technological advancements, the pandemic, and other delivery services (Uber Eats, Deliveroo, Menulog etc) have driven a rapid increase in online delivery within the industry. This was previously more associated with pizza chains, but now extends to all major operators and even smaller stores, offering them the opportunity to deliver to their customer's homes. These services and platforms have boosted industry revenue, however, have also restricted profit margins – given major partners charge high commission in the order of 35% of the total order value.

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[1] *'Fast Food and Takeaway Food Services in Australia'* – IBISWorld Industry Report (March 2022)

- **In-store seating:** several operators provide in-store seating while other facilities have a relatively limited offering. Some brands have begun experimenting with drive-thru/pick up only (no seating) stores in Australia, as well as dark kitchens – which offer delivery services only (no access for the general public).

- **Drive-thru facilities:** an increasingly important element of food catering restaurants, with up to 70% of a restaurant's sales coming through these facilities. This reinforces their proposition as convenience-based facilities, particularly in the midst of competition from popular food delivery services (Uber Eats, Deliveroo, Menulog etc).

- **Price Point**: the prices that operators charge varies, with fast food facilities typically charging between $5 - $10 per meal. By way of comparison, more traditional cafes and restaurants charging between $10 - $20 per meal, while more expensive restaurants and hotels/taverns typically charging in excess of $20.

- **Licensed premises** – in Australia, most of the major food catering chains do not include the provision of alcohol, while a range of restaurants and other competing facilities contain licensed premises or offer bring your own (BYO) services.

iv. The difference in offerings between the various brands and groups means that the customer segments each store services can vary significantly depending on location, meal-time, the group who people are dining with (family vs. friends vs. alone), and day of the week.

ix. Map 3.4 illustrates the location and distribution of existing fast food facilities throughout the catchment area and surrounds, with key outlets within Sorell including:

- KFC & McDonald's Pad sites are located immediately west of the subject site, along Arthur Highway. Each are comparable with the fast food operators indicated as part of the proposed development.

- Subway & Domino's Pizza are located further west along Arthur Highway, each in strip retail format.

x. Elsewhere throughout the town centre, there are several smaller independent brands that would not compete directly with drive thru fast food operators such as those proposed. Based on the shop count survey undertaken, a total of 17 food catering tenants and two fast food Pad sites were recorded within Sorell.

xi. Table 3.4 provides a gap analysis of key national fast food brands from around Australia in order to highlight potential operators for the drive thru Pad sites.

xii. As shown, major brands such as Zambrero, Hungry Jack's, The Coffee Club and Boost Juice could each show interest in an additional Tasmania store within the catchment area (not yet represented), as well as other chains that are currently undertaking (or plan to implement) aggressive national rollouts (Oporto, Guzman Y Gomez, In-N-Out, Wendy's, Taco Bell, Krispy Kreme, Carl's Jnr, Zaraffa's).

3.2.1. Projected Sales & Benchmarks

i. The proposed fast food Pad site at the Sorell development would represent a convenient offer along a major road and provide the local population with increased choice, price competition, and convenience – more comparable to that of inner-city residents.

ii. The provision (number) of food catering operators varies between different chains, however, across Tasmania, one nationally-branded fast food restaurant (represented brands in Table 3.4) is provided for approximately every 6,000 persons, indicating that the Sorell resident catchment area alone could support more than four operators, not taking into account additional demand from passing traffic, visitors and workers.

iii. As outlined previously, there are also a range of major brands that are not represented or are undersupplied throughout the catchment – based on their existing network footprints (or lack thereof) throughout broader Hobart and Tasmania.

iv. In order to assess the potential economic benefits and impacts that may arise from the development of the proposed fast food Pad site at Sorell, the sales level which the stores are projected to achieve is outlined. The sales performance of any retail facility, be it an individual store, or a collection of stores provided in a shopping centre or precinct, is determined by a combination of the following critical factors:

- The composition and quality of the facility, including major trader or traders; the specialty mix; layout and configuration; ease of accessibility and parking; and the overall feel of the store.
- The size of the available catchment which the facility serves.
- The locations and strengths of competitive retail facilities.

v. As outlined previously in Section 1.2, the Sorell site is proposed to include a drive thru fast food (250 sq.m) Pad site at the south-east portion of the site with an independent (two-lane) drive thru and would front onto the corner of the Arthur Highway/ Cole Street and Pawleena Road.

v. The proposed site aligns with typical benchmarks in terms of size, composition, built form and amenity. Consequently, projected sales are in the order of $2.5 million (or $10,000 per sq.m) across the fast food component of the Sorell development, also reflecting industry averages.

vi. This would represent just 2.6% of projected food catering spend generated by catchment area residents alone in 2025/26 and less than two years of projected spend growth across the category.

MAP 3.4. FAST FOOD

TABLE 3.4. FAST FOOD BRANDS GAP ANALYSIS

Brand	Ave. GLA (sq.m)	Drive Thru Formats	Co-locate With DT	Within Sorell	Elsewhere Catchment Area	Greater Hobart	Kingston	Greater Launceston	Tasmania Total
Subway	75		●	1		9	1	3	23
McDonald's	432	●		1		8	1	3	16
KFC	243	●		1		5	1	4	16
Domino's Pizza	100		●	1		5	1	3	12
Zambrero	100	●				6	1	2	9
Hungry Jacks	266	●				4	1	2	8
Pizza Hut	85		●			2		2	4
Boost Juice	25	●	●			2			2
The Coffee Club	120	●				2			2
Nando's	165					2			2
Crust	90		●			1	1		1
Pizza Capers	85		●					1	1
Oporto	180	●							
Gloria Jean's Coffee	60								
Soul Origin	50								
Guzman y Gomez	175	●							
Red Rooster	348	●							
Grill'd	220								
Roll'd	60								
El Jannah	175	●							
Schnitz	60								
Baskin Robbins	65								
Frango	175	●							
Shingle Inn	65								
Salsa's Fresh Mex Grill	55								
In-N-Out	300	●							
Wendy's	300	●							
Taco Bell	300	●							
Krispy Kreme	300	●							
Carl's Jnr	301	●							
Zaraffa's	250	●							
Stellarossa	100								
Chicken Treat	220	●							
The Groove Train	380								
Muzz Buzz	50	●							

Source: Location IQ Database

3.3. Service Station

i. The Sorell development is proposed to include a service station at the south-east corner of the site, comprising a building area of 250 sq.m, as well as a traditional pump canopy. The site is a immediately nearby the access to both the Arthur Highway/ Cole Street and Pawleena Road.

ii. The Australian Industry of Petroleum (AIP) is the key body representing Australia's oil industry, and notes on their website (under the heading of *Facts About The Australian Retail Fuels Market and Prices* - September 2019) in relation to fuel markets and trends, the following:

> *The retail fuel market is highly competitive (not a concentrated market) and has been undergoing significant change for the past three decades.*
>
> *The most significant trend in the retail fuel sector over the last decade has been the reduction in the number of retail service station sites, and the move to higher volume outlets located in busy areas and on highways where there is greater traffic volume, thus achieving economies of scale.*

iii. The AIP also notes in its discussion of City verses Country Prices that:

> *"Regional service stations typically see 1 tanker per 2-3 weeks versus 1 tanker per day at some city sites. The average customer base per service station is around 2,000 people in regional areas (and well below in many towns) whereas metro/city sites have a customer base of around 4,000 to 5,000".*

iv. In addition, the guide notes that with the reduction in the number of service stations, the average volume sold at each site has increased and there has been increasing reliance on revenue from non-fuel products such as convenience sales and car washing.

v. There are now approximately 7,400 service stations in Australia, representing one store for every 3,400 persons. In the past 5 years, there has been an increase in the number of outlets opened by major chains as well as independent operators, which has likely resulted in both a greater number of fuel outlets throughout Australia and on a per person basis.

vi. Map 3.5 illustrates the location of service stations in the surrounding area, noting the distribution of service stations in Australia is typically characterised as one or more of the following:

- Located on heavily trafficked roads and deriving business primarily from passing traffic.
- Located within a village/urban community and primarily serving residents and businesses.
- Associated (or formerly associated) with a supermarket, although not necessarily co-located.

vii. There are currently 23 service stations currently provided throughout the catchment area, which is primarily reflective of the major arterial nature of the surrounding road network. There are four service stations currently located within Sorell, including:

- **Shell Coles Express** is located to the immediate south-west and forms part of the Sorell Plaza centre.
- **EG Ampol** is provided as part of the Gateway Shopping Centre site, within the at-grade car park.
- **United Petroleum** is positioned centrally within the Gordon Street retail strip.

- **Ampol** is at the southern extent of the Sorell town centre.

viii. It is worth noting that only one of the service stations is provided along Arthur Highway, and that the subject site would also enjoy better proximity to the bypass.

ix. There are no known service station developments proposed throughout Sorell.

3.3.1. Projected Sales & Benchmarks

i. Service stations have traditionally applied a turn-in rate (i.e., a percentage of passing cars) to project petrol volumes for a new outlet. This figure is usually between 1.5% - 2% of passing traffic. A number of service stations which are along major roads attract turn-in rates of over 5% for passing traffic.

ii. Based on the high-profile positioning of the tenancy along Arhtur Highway, as well as the proximity of the bypass, several operators would likely show interest in a site at the Sorell development, such as BP or an independent operator – each of which are note represented nearby.

iii. In order to assess the potential economic benefits and impacts that may arise from the development of the service station at Sorell, the sales level which the stores are projected to achieve is outlined. Key assumptions and the methodology include:

- Arthur Highway recorded some 13,089 vehicles through the town (2016) and past the subject site. This figure is projected to have remained broadly stable since that time. Assuming a turn in rate of 0.75% for the subject site (one side of road and shared with nearby facilities), this would indicate some 98 vehicles visitants each day.

- The average fuel transaction is some 44 litres per vehicle (light vehicle), as sourced from the Australasian Association of Convenience Stores (AACS) – State of the Industry Report, 2016 (latest available data). On this basis, the average fuel expenditure (i.e. assuming Unleaded 91) is around $83.60 per vehicle (at assumed price of $1.90 per litre). Based on this, the projected volume of fuel sales for the subject site would be in the order of $3 million in 2026.

- An attached convenience store would also be important. Convenience store sales can be in the order of 15% - 20% of total sales undertaken at a fuel outlet, with a likely higher proportion of sales for light vehicles compared to heavy vehicles.

iv. Overall, this would reflect combined sales in the order of $2.2 million at the site, or around $8,750 per sq.m – which would align with comparable benchmarks for similar service stations around Australia.

v. This sales figure would represent just 3.1% of projected petrol station spend generated by catchment area residents alone in 2025/26 and less than two years of projected spend growth across the category. Once again, passing traffic, visitors and workers would add significant to demand for service stations throughout the region.

MAP 3.5. SERVICE STATIONS

3.4. Gym & Fitness

i. There are many different sizes and forms of gyms provided throughout Australia as follows:

- The well-known brands and health clubs such as Fitness First and Virgin Active typically operate large sized gyms of around 1,000 sq.m and serve a catchment of approximately 50,000 – 70,000 persons.

- Local gyms are typically around 200 sq.m in size and serve a catchment of around 10,000 persons.

ii. Health and wellness uses are also emerging as a popular and important component of mixed-use precincts. The range of health and wellness-type uses incorporated in such developments is extensive and can generally be categorised as follows:

- **Health:** including day surgeries, as well as other medical and allied health services.

- **Wellness:** while these uses vary significantly, key uses within the category include gyms, day spas, clubs, massage, nail bars, yoga, Pilates, personal training, mothers groups and the like.

iii. The concept of wellness, therefore, brings together not just physical aspects of wellness, but a range of complementary uses such as health professionals (physiotherapy, psychology, nutritionists, dietician, preventative medicine, chiropractor and the like) as well as more emotional and spiritual forms of wellness.

iv. These two types of uses are very much complementary to one another, with co-location reinforcing a precinct as a destination for repeat visitation. As wellness facilities expand and incorporate more uses, so too do their floorspace requirements, and it can be increasingly difficult to accommodate such facilities within traditional centre precincts.

v. As shown in Map 3.6, there is only one traditional gym located throughout the catchment area, namely Zap Fitness 24/7 – which is located on the southern side of Arthur Highway. Additional fitness type operators in the area include personal trainers, cross fit, and a martial arts academy.

vi. The only competitive development of relevance is the proposed Anytime Fitness (430 sq.m) at 13-15 Dubs & Co Drive – which is assumed to proceed over the forecast period.

3.4.1. Projected Sales & Benchmarks

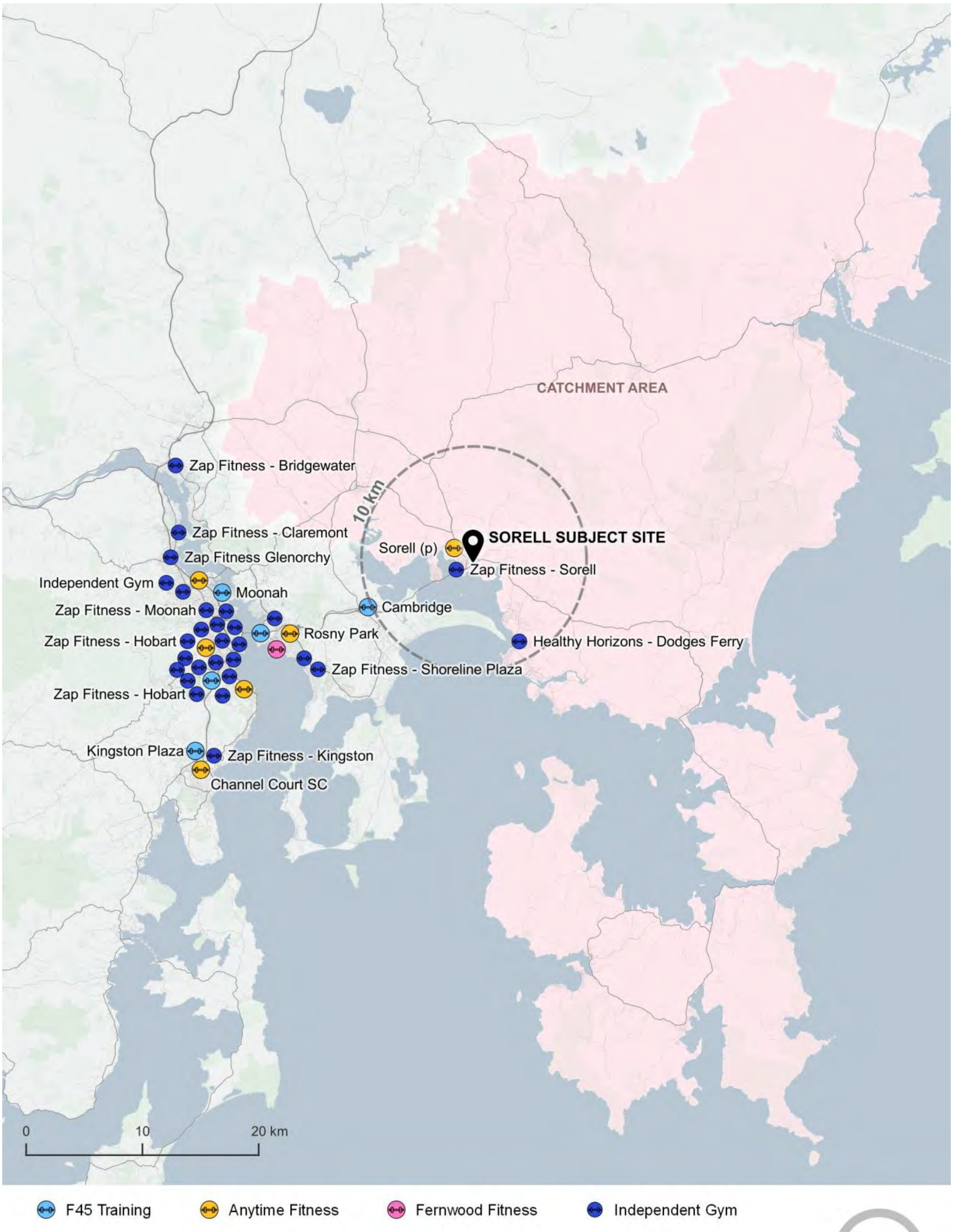
i. Based on the existing supply of gyms, as well as the population, the Sorell development would be conducive to a gym or fitness operator and there are several major brands that would likely show interest in the site, particularly if an amenable and convenient tenancy could be afforded (size and 24/7 accessibility) via the large at-grade car park.

ii. Key brands that could consider the site include Curves, Fernwood, F45 (that each operate elsewhere in Hobart), however, quality independent operators would be more likely.

iii. Of note is the proliferation of ancillary fitness facilities throughout Australia, with examples including group fitness, classes, cross-fit, yoga, Pilates and the like. These types of tenants are often positioned in warehouse-style facilities outside of the remit of traditional smaller gyms and could also be considered. Cody Barett Fitness (Sorell) is an example of this type of demand, with the operator electing to locate with Pinecrest Industrial Estate in order to access the requisite large format space required.

iv. Operators continue to explore new store opportunities, often that include larger or more adaptable floorspace requirements, regional accessibility, and the facilitation of after-hours trading. The subject site has the potential to satiate each of these requirements and would be in keeping with many comparable developments around Australia.

MAP 3.6. GYMS


CATCHMENT AREA
10 km
SORELL SUBJECT SITE
Zap Fitness - Bridgewater
Zap Fitness - Claremont
Zap Fitness Glenorchy
Independent Gym
Moonah
Zap Fitness - Moonah
Sorell (p)
Zap Fitness - Sorell
Cambridge
Rosny Park
Zap Fitness - Hobart
Healthy Horizons - Dodges Ferry
Zap Fitness - Shoreline Plaza
Zap Fitness - Hobart
Kingston Plaza
Zap Fitness - Kingston
Channel Court SC
0
10
20 km
F45 Training
Anytime Fitness
Fernwood Fitness
Independent Gym

3.5. Entertainment

i. Traditional entertainment-type uses can generally be categorised as follows:

- **Shopping Centre Entertainment:** uses such as ten pin bowling, laser tag, games arcades and more tend to collocate with cinema complexes, restaurants, and the like within shopping centre entertainment precincts.

- **Large Format Entertainment:** uses such as ice-skating rinks, rock climbing gyms, trampoline parks, soft play, mini golf and the like.

ii. Entertainment-type operators are increasingly common within large format or light-industrial precincts around Australia, given these types of tenants generally operate from larger floor plates, pay low rents and require good parking and access.

iii. Within the region, the nearest major entertainment facilities are generally located in and around the Hobart City Centre, including the nearest cinema complex (Village Cinemas Eastlands), more than 22 km away (refer Map 3.7).

iv. Within the catchment area, the only existing entertainment facilities of note are the Southern Tasmania Kart Club, as well as several outdoor playgrounds.

3.5.1. Projected Sales & Benchmarks

i. Given there is no cinema complex or traditional Entertainment and Leisure Precinct (ELP) within Sorell or the catchment area, potential entertainment uses for the proposed development would likely be those that are compatible with large format retailing and that can trade in standalone locations, including:

- Children's Soft Play or Trampolining
- Large Format Arcade
- Escape Room
- E-Sports Lounge
- Flight Simulation
- Virtual Reality Simulations
- Indoor Mini Golf
- Ten-pin Bowling
- Edutainment, and more.

ii. These types of facilities are generally targeted towards young families, young adults, and tourists. They are most popular on weekends and generally have significant size requirements of up to 1,500 sq.m.

iii. Projected sales for any of these tenants would vary substantially, however, a tenant of around 1,500 sq.m would typically target sales in the order of $3.75 million ($2,500 per sq.m) – as a guide.

iv. As illustrated previously, total entertainment expenditure by catchment area residents is projected to reach $13.5 by 2026. Consequently, given the limited existing entertainment options available within the catchment area – there would be substantial leakage to incumbent offers located beyond the catchment – and capacity to support multiple operators at the subject site.

MAP 3.7. ENTERTAINMENT

3.6. Medical, Ancillary Medical and Day Surgeries

i. Medical centre' is a term used for a collection of medical services provided at the same site, typically including General Practitioners (GPs) and other services such as a pharmacist, pathology, and the like.

ii. Typically, successful medical centres are situated within high profile locations, either along main roads or within proximity to a retail/commercial centre or transport node. Thereby facilities receive maximum exposure to passing traffic, but more importantly, are easily recognisable and accessible for the surrounding population.

iii. It is important for medical precincts and clinics to provide an adequate number of facilities, including key tenants such as a doctor, dentist, chemist, and physiotherapist, enabling a one-stop medical destination and serving a wide region with suitable facilities.

iv. Medical centres can range in size from 250 sq.m – 1,000 sq.m (depending on the number of doctors and services offered) and often co-locate with complementary wellbeing or community facilities. Specialist and ancillary medical uses include a range of professions and services, such as:

- Chiropractor
- Chiropodist
- Dentist
- Nutritionist
- Physiotherapist
- Dermatologist
- Paediatrician
- Psychiatrist
- Psychologist
- Pathology clinic
- Gynaecologist
- Cosmetic Surgery
- Cryotherapy
- Naturopath/Herbalist
- Speech therapy
- Medical equipment

v. Wellness is a concept which is about more than just physical health. Most models of wellness include at least six dimensions including physical, mental, emotional, spiritual, social and environmental. The concept of the wellness, therefore, brings together not just physical aspects of Wellness, but a range of complimentary uses such as health professionals (physiotherapy, psychology, nutritionists, dietician, preventative medicine, chiropractor and the like) as well as more emotional and spiritual forms of wellness in terms of yoga and Pilates.

vi. These two types of uses are very much complementary to one another, with co-location reinforcing the precinct as a destination for repeat visitation, as well as dwell time. Several comparable developments and precincts around Australia also include medical and ancillary facilities.

vii. Map 3.8 illustrates the location and size of surrounding medical centres within the immediate area. As shown, facilities are generally concentrated around Hobart, as well as key precincts or along arterial routes.

viii. Map 3.9 shows the location of hospitals and ancillary health facilities in the surrounding area. Hospitals and ancillary medical services are generally clustered around the Hobart CBD. Ancillary medical services generally co-locate with hospitals to form a medical precinct, a day surgery at the subject site will enable greater access to hospital services for the local population away from the CBD. A day hospital could service as an anchor for a local medical precinct with complementary uses including specialist clinics, podiatrists, diagnostic imaging, pathology, and the like.

ix. Table 3.5 also provides a snapshot of the number of Australian Institute of Health and Welfare (AIHW) workers across the relevant Statistical Area 3 (SA3), with a focus on medical and ancillary-related professions. The site is provided within the expansive Sorell-Dodges Ferry SA3, which recorded an under-provision of every represented medical professional. There are limited future developments of competitive relevance within this category.

3.6.1. Projected Sales & Benchmarks

i. The key types of represented professions that are considered to be most compatible or complementary to the proposed development include Chiropractors, Dental Practitioners, GP's, Occupational Therapists, Optometrists, Pharmacists, Physiotherapists, Podiatrists, Psychologists and many more – including across ancillary and wellness categories.

ii. Across these professions alone, official government data indicates an indicative undersupply (or additional capacity at Australian benchmark levels) of some 293 professionals as at 2022 (most recent data) – a figure which will have increased through population growth since that time.

iii. Based on the above, and the capacity within the market, there is solid potential for a medical and ancillary uses or suites as part of the Sorell development, which would help to retain services and satiate the projected undersupply that currently exists.

iv. The catchment area resident and worker population would be sufficient to support GP's both now and, in the future, as well as additional other professions such as Pharmacists, Dentists, Optometrists, Podiatrists and more over time, as the population continues to grow.

v. The potential for medical facilities at the site will largely be operator dependent, given the majority are independent owner/operators. Further, as a destinational use, a quality facility that can draw broadly from the region would be required.

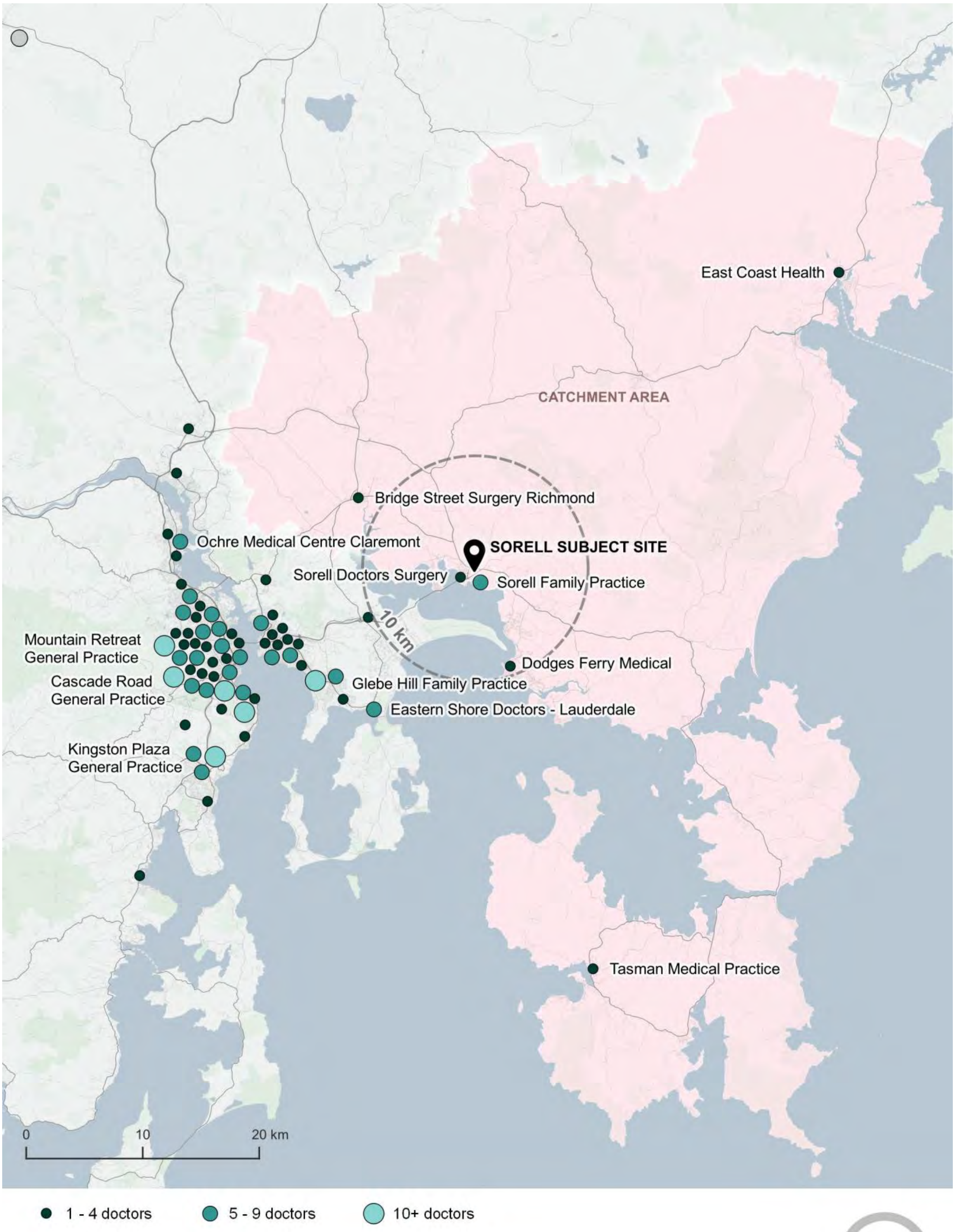
vi. In terms of size, the ultimate composition would vary based on the number of professionals and services. A small facility would likely be around 150 – 250 sq.m in size, while a mid-large sized centre would exceed 1,000 sq.m.

TABLE 3.5. HEALTH WORKER PROVISON 2022, SORELL-DODGES FERRY SA3

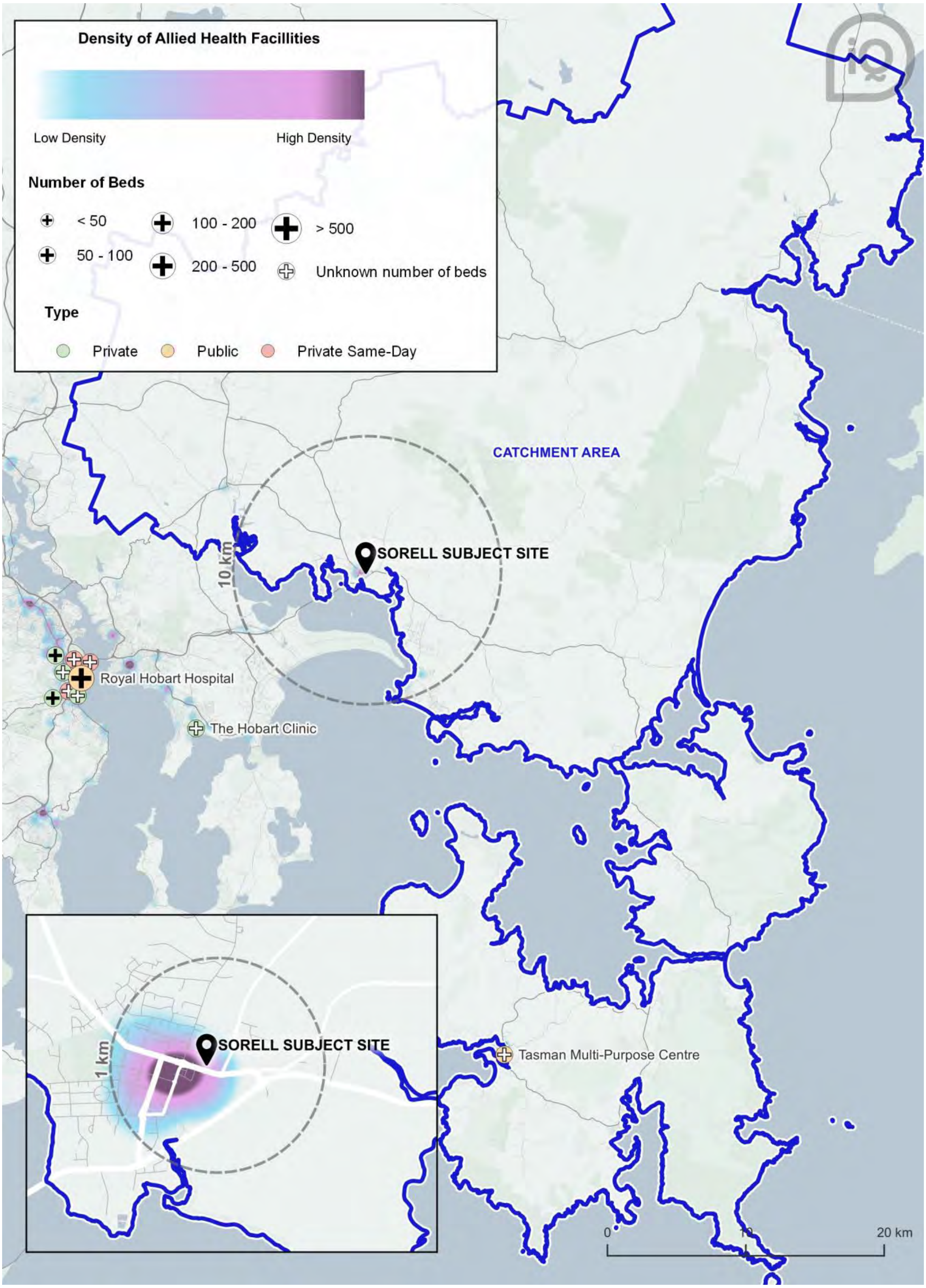
Practitioners	Health Prof. in SA3 (Employed no.)	Health Professionals per 10,000 persons: Sorell - Dodges Ferry	Greater Hobart	AUS	Net. Add. Capacity at Aust. Ave. (2022)
General Practitioner (GP)	18	10.0	17.3	12.3	4.0
Chiropractors	0	0.0	1.1	2.1	3.7
Chinese Medicine Practitioners	0	0.0	0.9	1.6	2.8
Dental Practitioners	7	3.9	8.5	8.8	8.9
Medical Radiation Practitioners	0	0.0	6.9	6.3	11.4
Nurses and Midwives	71	39.5	195.6	143.5	187.0
Occupational Therapists	3	1.7	7.9	9.6	14.2
Optometrists	3	1.7	2.8	2.3	1.2
Osteopaths	3	1.7	1.0	1.1	-1.0
Pharmacists	14	7.8	16.3	11.0	5.7
Physiotherapists	3	1.7	12.9	13.1	20.6
Podiatrists	3	1.7	2.3	2.0	0.7
Paramedicine Practitioners	3	1.7	10.9	7.7	10.8
Psychologists	0	0.0	14.6	12.6	22.7

Statistical Area 3: Sorell - Dodges Ferry Undersupply
**2022 Headcount of Practitioners* Oversupply
Source: Australia Government Department of Health and Aged Care

MAP 3.8. GP BASED MEDICAL CENTRE



MAP 3.9. ALLIED HEALTH FACILITIES AND HOSPITALS



3.7. Childcare

i. There are a range of early childhood education and care services available to Australian children, including childcare centres (long day care), family day care, outside school hours care and occasional care. Childcare centres are the largest component of the childhood education & care services market, making up 60%.

ii. Childcare centres provide care for children under school age (up to six years of age) within facilities built (or adapted) for early childhood education and care services. Childcare centres can offer all-day or part-time care and can be operated by private operators, community, and non-profit organisations.

iii. The Sorell development is proposed to include a childcare centre of at the south-west corner of the site, comprising a building area of 610 sq.m, or approximately 87 places.

iv. Map 3.10 illustrates the location of childcare centres currently provided in the surrounding area, with five childcare centres currently provided within the catchment area. The nearest facility, namely Discovery Early Learning Centre provides 191 places. Altogether there are 353 places provided across the five facilities within the catchment area.

v. Additionally, there is also one proposed childcare centre at 136 Penna Road (Midway), which is nearing completion and will deliver a 30-place facility.

3.7.1. Projected Sales & Benchmarks

i. Table 3.6 details the likely demand for childcare centres within the main catchment area over the forecast period, based on the following:

- The total population within the catchment area over the forecast period (as detailed in Table 2.1), as well as the proportional change in childcare aged children (0 - 5 years) for this same age group (Table 5.3).

- The proportion of children aged 0 – 5 years is currently estimated at 6.2% within the main catchment area.

- The proportion of 0 - 5-year-olds typically attending day long childcare. Based on the latest data provided in the ABS 2017 Childcare Survey, around 28.6% of 0 - 5-year-olds attend day long childcare in Tasmania. Industry reports state that the proportion of children attending childcare has increased since the introduction of the National Childcare Subsidy program in 2018, indicating that participation rates for 0 – 5-year-olds would likely be in the range of 40% - 50%.

- The current average of hours attended per week per child, as provided in the ABS 2017 Childcare Survey the mean number of hours spent in day long childcare for Tasmania per child was 16.4 hours. Depending upon the number of hours required for each day, these averages indicate that children spent an average of just over two days per week attending long day care centre. Given the need for long day care centres to schedule attendances daily, it can be accepted that the average child enrolled in long day care centres, spends three days in those centres per week.

- An assumed occupancy rate of 80% for existing and proposed facilities, to allow for general fluctuations in the market.

ii. Table 3.6 summarised the population and projected demand for childcare (0 - 5 years) across the catchment area.

iii. Based on the above information, there is an existing undersupply of around 200 places, which is expected to worsen to 258 places by 2041 – even under conservative assumptions (reduction in proportion of residents aged 0 – 5 years).

iv. This makes the proposed Sorell development of around 87 places would help to satiate some of the significant projected undersupply.

v. Childcare centres are large floorspace users, requiring a minimum of 3.25 sq.m of unencumbered indoor space and 7 sq.m of unencumbered outdoor space per child. While facilities can vary in size, they are often in excess of 1,000 sq.m (not including play areas and car parking) and pay low gross rents in the order of $300 - $400 per sq.m, depending on location.

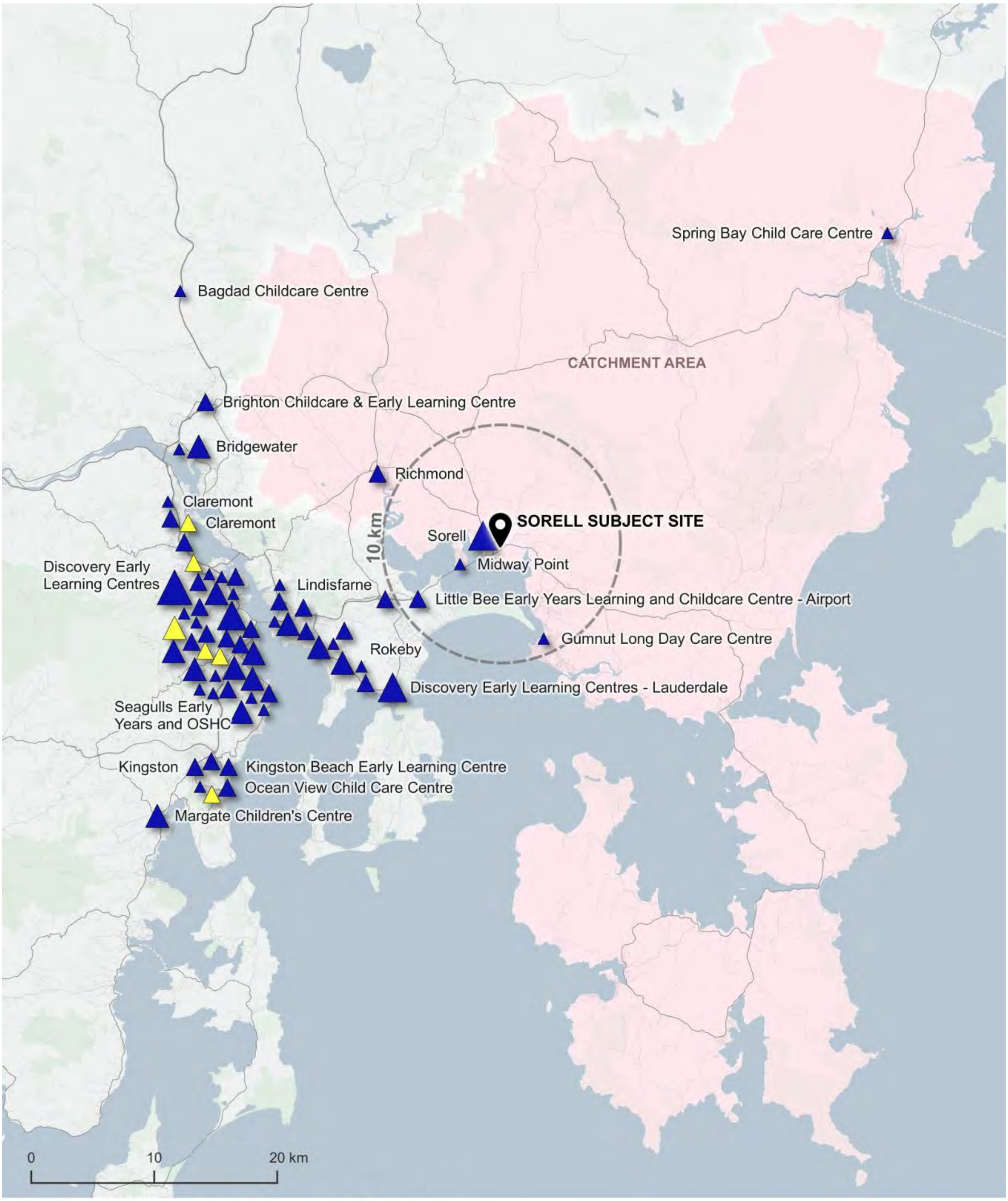
TABLE 3.6. CHILDCARE DEMAND, 2024 – 2041

	Projected Over/Under Supply				
	2024	**2026**	**2031**	**2036**	**2041**
Population					
Catchment Area Population	26,933	28,033	30,283	32,033	33,533
Catchment Area Proportion of 0 - 5 Years	6.2%	6.1%	5.9%	5.7%	5.6%
Catchment Area Children Aged 0 - 5 Years	1,677	1,715	1,782	1,812	1,880
Demand for Childcare Places					
Children Aged 0 - 5 Years in Childcare*	50.0%	50.0%	50.0%	50.0%	50.0%
Average Days Per Week*	3	3	3	3	3
FTE Demand (Children Aged 0 - 5 Years)	503	515	535	544	564
Supply of Child Care Places (All)					
Existing	353	383	383	383	383
Proposed (U/C & Approved Only)	30	0	0	0	0
Total Supply	383	383	383	383	383
Occupancy Ratio @ 80%	80.0%	80.0%	80.0%	80.0%	80.0%
Adjusted Supply at 80%	306	306	306	306	306
Indicative Over/Under Supply	**-197**	**-208**	**-228**	**-237**	**-258**

**Source: ABS: Childhood Education & Care, 2017*

**Source: Department of Education and Training, Early Childhood and Childcare in Summary*

MAP 3.10. CHILDCARE CENTRES



Number of Approved Spaces

- 0 - 50
- 50 - 100
- 100 - 150
- 150 - 200
- 200 - 1000

Childcare Centre

- Goodstart Early Learning
- Green Leaves Early Learning
- Other Childcare

** White dot indicates proposed childcare*

3.8. Emergency Services

i. Emergency Services provide facilities for government bodies or community organisations that respond to community needs for the protection of persons, property and the environment, offering essential emergency services and disaster management responses, as well as supporting activities such as administration and training facilities.

ii. In layman's terms, this would typically encompass police, fire and ambulance stations. On average each emergency service site is around 4,000 sq.m in size, with one site for around every 25,000 – 30,000 persons as a minimum.

iii. The recently opened Sorell Emergency Services Hub is located within 600 metres of the proposed site, along the Arthur Highway. The facility contains the region's Fire Brigade, Police Station and State Emergency Service, whilst the Sorell Ambulance Station is provided on the corner of Walker Street and the Arthur highway, less than 500 metres away.

iv. On this basis, it is unlikely that emergency services could be secured at the site, with high-profile locations in Sorell along the Arthur Highway already secured for service types.

MAP 3.11. EMERGENCY SERVICES

3.9. Industrial Units and Self-Storage

3.9.1. Background & Potential Composition

i. The surge in the use of industrial storage and warehousing units for a range of purposes is a broad trend that extends across many cities around Australia – and demand for multifunctional storage solutions storage units is not just for places to keep excess belongings and stock (warehousing), but also for versatile spaces.

ii. Developers recognise the demand and potential for this use and are looking to provide strata management storage units, which are an appealing option for consumers and investors alike.

iii. These hybrid industrial unit offerings are an evolution from traditional self-storage, insofar as units are typically larger, more adaptable, and purchased (strata), as opposed to leased. These industrial units transform spaces into multifaceted offerings that cater to diverse needs.

iv. 'Industrial units' refers to storage facilities or units within an industrial setting. The spaces are designed and designated for the storage of goods, materials, equipment, or products related to commercial activities – and the units play a crucial role in supporting these industries through the provision of secure and organised space for the safekeeping of items used in manufacturing, production, or other industrial processes.

v. The demand for industrial storage in Australia is intricately linked to the self-storage sector, creating a sometimes-blurred distinction between the two – exemplified by the 'man cave' strata storage concept.

vi. The self-storage industry continues to grow due to increasing urbanisation and rising demand from Australian consumers. The lack of feasible substitutes for self-storage services has further supported the industry's performance.

vii. Businesses also represent a significant share of industry revenue. Demand from businesses has grown over the past five years due to increased demand for online shopping, which has boosted industry revenue. Businesses make up 37.2% of self-storage demand.

viii. These types of uses are very much complementary to large format retail and are common throughout many comparable precincts around Australia.

3.9.2. Projected Sales & Benchmarks

i. Location is a major determinant of comparative advantage in the industry, with large sites in industrial areas close to major roads and population centres in high demand. In this sense, the subject site offers strong potential for storage facilities, with frontage onto the Tasman Highway (Cole Street) in a major town of Sorell.

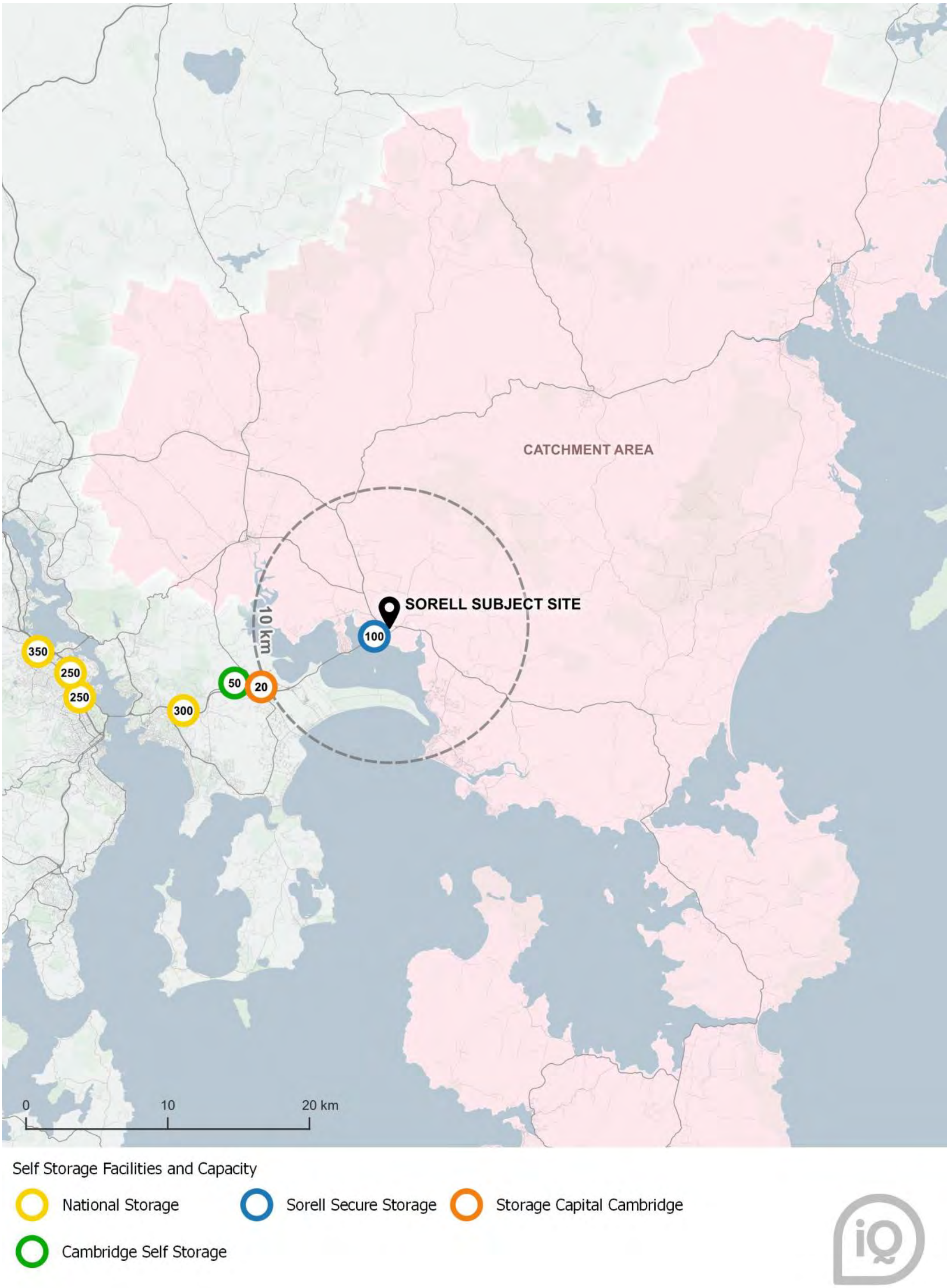
ii. The only current self-storage facility provided is 1.8 km to the south in Sorell, along the Arthur Highway.

iii. Some key industry benchmarks that are driving demand include:

- Australia has over 2,000 self-storage facilities and the industry has witnessed expansion of around 50 new facilities each year since the pandemic.
- Awareness of self-storage among Australians is high (92%) and demand surged during COVID-19 lockdowns, with most facilities reporting around 90% occupancy rates.
- Reasons for using self-storage included the need for more space, decluttering, and relocation storage.
- Average occupancy rates are very high, and the majority of self-storage customers live relatively close to their self-storage units, with up to 75% - 80% travelling less than up to a 20 minutes drivetime.

iv. The key implication is that there is likely to be demand for additional storage facilities throughout the region, be it self-storage, industrial units, strata storage or other. The subject site represents a logical location for this type of use at any scale.

MAP 3.12. SELF STORAGE AND INDUSTRIAL UNITS



3.10. Short Stay Accommodation

i. Generally, Tasmania lends itself to road-trip style tourism that lends itself to stopovers within the various towns around the State.

ii. As a result, the tourism market is characterised by a broad range of short-stay accommodation sites, which cater for the diverse range of preferences and travel styles, from luxury seekers to budget-conscious individuals to those who seek a more intimate nature-centric experience.

iii. The classification of accommodations in the region can generally by grouped into the following categories:

- Airbnb & Private Residences
- Caravan Parks & Camping
- Hotels, Motels, Serviced Apartments & More

3.10.1. Projected Sales & Benchmarks

i. Map 3.13 provides an illustration of Airbnb listings within the region, highlighting a proliferation of residences within the catchment area. A total of 428 properties were listed within the catchment area.

ii. The considerable number of Airbnb listings within the catchment area provides evidence of the popularity of the region for tourists and visitors, whilst also indicating an undersupply of short-term accommodation, insofar as demand is strong enough to convert residential dwellings away from their intended (and zoned) use.

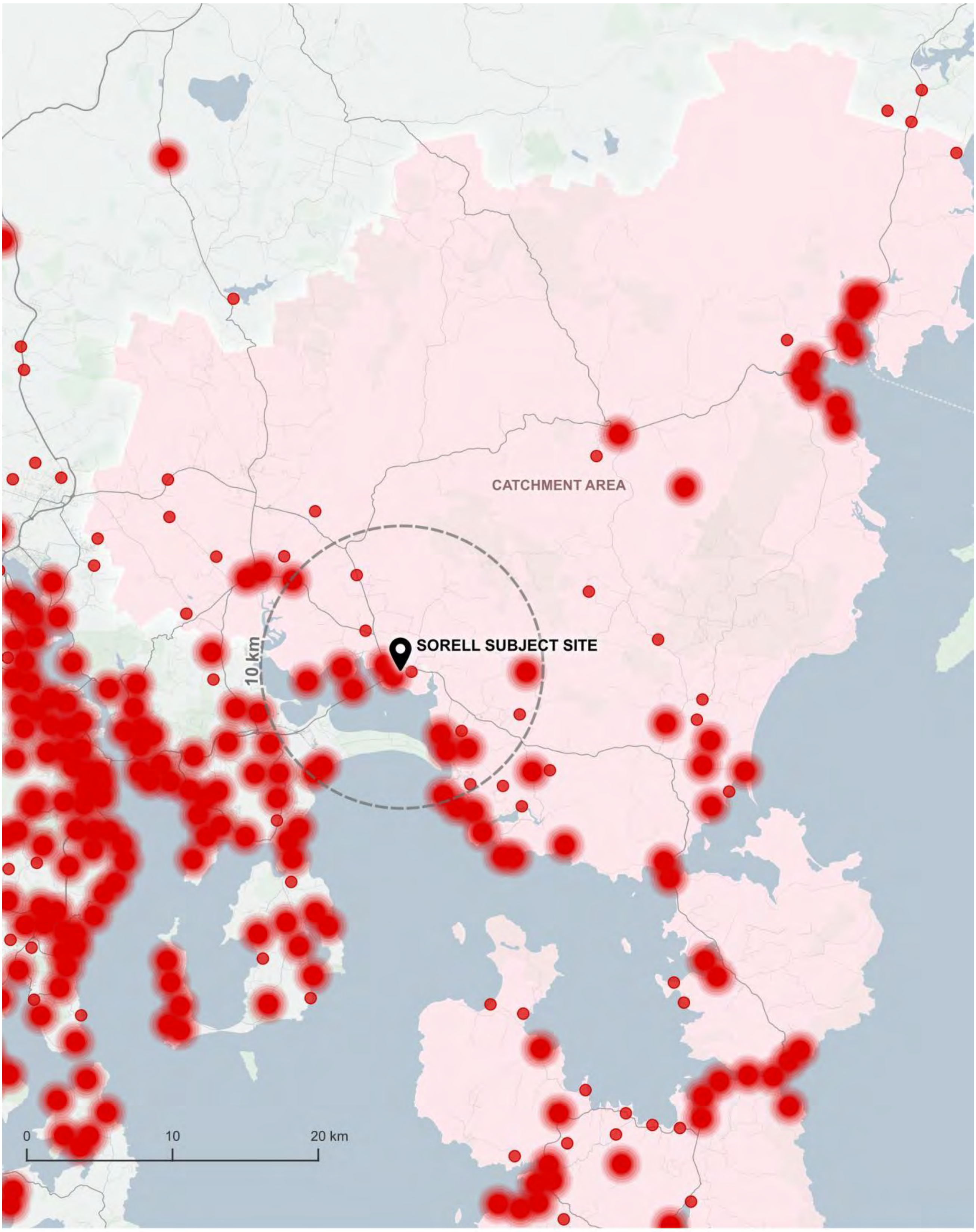
iii. Map 3.14 provides the remainder of the short stay accommodation within the catchment area (hotels, motels, caravan parks and more). In contrast to the private accommodation market, within a 5 km radius of the site there are only three hotels provided.

iv. The catchment area contains predominantly small hotels, and only 10 of the 40 hotels (one quarter) comprise more than five rooms. This illustrates a lack of variety and choice for short-stay accommodation within the Sorell area and surrounds.

v. Short-stay accommodation development at Sorell would be deemed as a positive addition to the local hospitality sector, filling the void in options, as well as enhancing the tourism economy and visitation to Sorell.

vi. The challenges associated with managing short-term rental supply highlight the need for policymakers to strike a balance between tourism growth and safeguarding the housing needs of the local population. The subject site has the potential to make a meaningful contribution by facilitating prospective short-term accommodation providers and, in doing so, promote the use of residential-zoned land for residential uses.

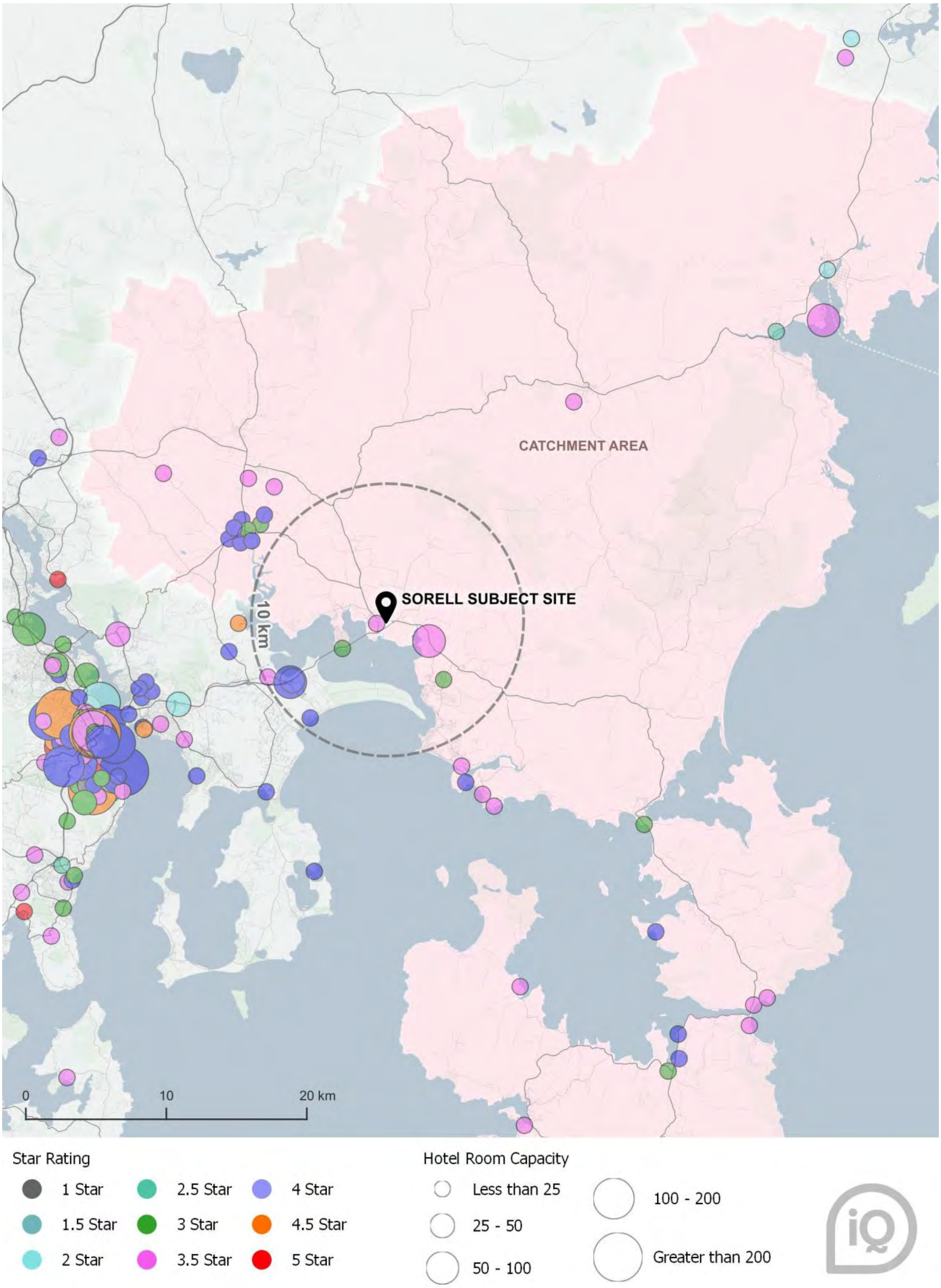
MAP 3.13. AIRBNB



Airbnb accommodation

* Larger Points Represent a cluster of points

MAP 3.14. SHORT-STAY ACCOOMODATION



3.11. Retirement Living & Aged Care

i. Retirement living generally refers to housing options and communities specifically designed for older individuals who are transitioning from their family homes. These options cater to people over aged 55 and over, who seek support, community, and simplified living arrangements.

> *"Retirement living is a general term for downsizing to structured communities that provide safe homes for ageing, reduced costs of living and neighbours that provide companionship. The operator provides ongoing management of the community." - Aged Care 101*

ii. Residential aged care is a service for older people that can no longer live at home without assistance due to illness, disability, bereavement, emergency or other needs.

iii. There are several high-level factors that have driven growing demand for permanent residential aged care and retirement living options across Australia in recent years, including the following:

- **Ageing Population:** the key driver of demand is the ageing population, as the proportion of older persons (aged 65 years or older) continues to increase at an accelerated rate, in-line with rising life expectancy.
- **Government Funding:** increasing aged care funding through subsidies and supplements.
- **Health Outcomes**: rising prevalence of chronic diseases such as obesity and diabetes are associated with increased care or amenity requirements.
- **Increased Wealth:** with greater net worth/affluence, prospective retirement living and aged care residents are able to demand more choice and quality than has previously been available.
- **Integration of Uses:** the rising popularity of retirement/independent living facilities has increased the need for integrated facilities that allow residents to age in place and easily transition to aged care.

iv. Traditionally, retirement living and residential aged care facilities have operated separately from each other. As the average age of people entering these environments increases, however, the co-location of independent living units, serviced apartments (assisted living), and residential aged care facilities has resulted in integrated communities where people can age in place.

v. Private residential places are more likely to be larger in size, while not-for-profit and government facilities tend to be smaller.

3.11.1. Projected Sales & Benchmarks

i. A range of other factors are likely to drive demand for aged care and retirement facilities within Sorell or at the subject site, including the regional attraction of the subject site for prospective residents, proximity to natural amenity, accessibility, retail facilities, and more.

ii. There is currently only one age persons facility of 72 places within the catchment area (Uniting Age Well Ningara).

iii. The number of persons aged 65 years is currently estimated at 6,060 across the catchment area – representing 23% of the population. This has grown from 3,403 persons (16%) as at the 2021 Census. If the proportion of persons aged 65+ were to remain constant over the forecast period, this would represent some 7,545 aged persons by 2041.

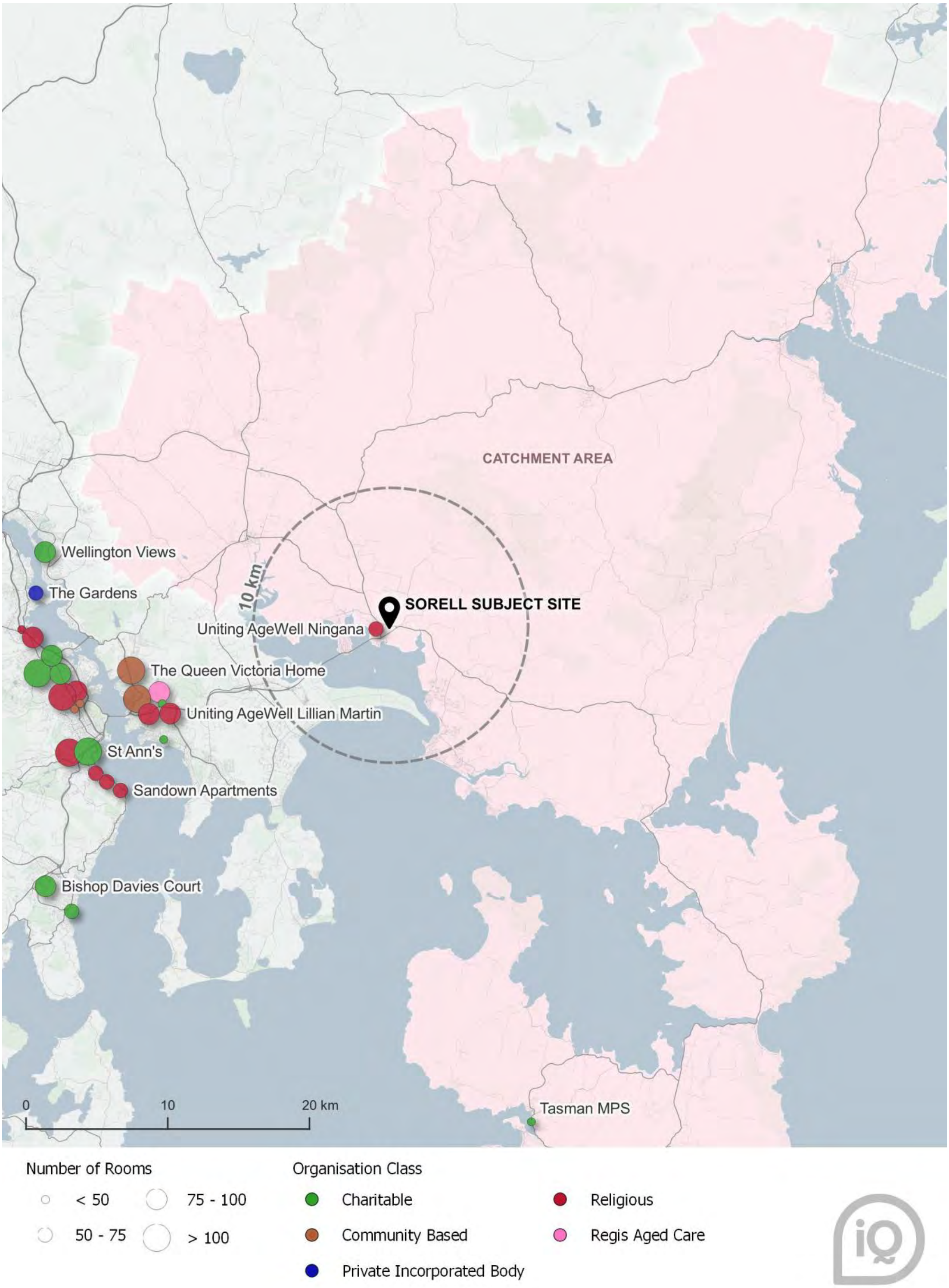
iv. It is estimated that there is approximately 6.66% of persons aged 65 years or older to reside in retirement living facilities, which represents the national penetration rate (up from 6.22% in 2011). Across Tasmania, the penetration rate is lower, at 3.88%, but having increase from 3.33% in 2011

v. The proportion of persons in aged care accommodation varies across age brackets, but across Australia, some 4.3% of persons aged 65 and older live in residential care.

vi. Based on these demand benchmarks and the catchment area population, there is currently estimated demand for some 404 retirement living places (circa 250 dwellings) and more than 260 aged care beds across the catchment area.

vii. Given the lack of existing supply, theses residents would therefore need to explore options further afield around Hobart.

MAP 3.15. AGED CARE/ RETIREMENT LIVING



4 Need & Impact Analysis

The final section of this report summarises the key conclusions of the impact analysis for the proposed retail and complementary uses at the proposed Sorell development at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street.

'Need' or 'Community Need' in a planning sense is a relative concept that relates to the overall wellbeing of a community. A use is needed, for example, if it would, on balance, improve the services and facilities available in a locality. The reasonable demands and expectations of a community are important, therefore, in assessing need.

Important factors that relate to need, particularly economic need, include:

- Resident, worker, and other demand drivers (such as passing traffic).
- Consumer trends.
- Location and precincting.
- Impacts on existing facilities, including the centre hierarchy.
- Net community and economic benefits.

4.1. Proposed Development & Functional Relationship of Uses

i. The subject development is planned at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street in Sorell, which is currently occupied by four single dwellings and large proportion of vacant or underutilised space.

ii. The vision for the redeveloped site is as a modern large format retail facility comprising a range of uses and tenants that are at the forefront of contemporary trends. A development approval to vary the planning scheme is now being sought from Sorell Council.

iii. The Sorell development will complement the surrounding town centre precinct and enhance the overall attractiveness, amenity and appeal of the locality. The site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone (to the immediate west) and would also help to revitalise and strengthen the retail offering within Sorell.

iv. The indicative masterplan for the proposed development, highlights the potential layout and plan for the site, with key uses including Large Format Retail, Warehouses & Showrooms (up to 16,820 sq.m), Drive Thru Fast Food (250 sq.m), a Service Station (250 sq.m), and Childcare (610 sq.m).

v. It is important to note, however, that this plan is indicative only, and that under the proposed rezoning to General Business, a range or uses could also be accommodated at the site. Consequently, this report examined the trends, demand, and supportability for a broader range of uses that could be accommodated at the development site under the banner of 'big box, mid-sized, entertainment based, food and groceries, and other population serving retail offerings' - noting that the development footprint (GLA) is most likely to be between 15,000 - 20,000 sq.m (depending on car parking requirements and built form).

vi. Based on a review of several key uses, it is concluded that the proposed Sorell development is likely to support a broad range of tenants, including large format retail, trade specialists, showrooms, mini-major operators, fast food Pad sites, a service station, gym and fitness operators, entertainment, medical and much more.

vii. The indicative range of uses proposed at the Sorell site, as well as those outlined above, would appeal to a broad range of prospective operators that would otherwise be unable to be accommodated within the town (and have current network gaps).

viii. This is due to the inability of existing zoned land at Sorell to accommodate larger floorplates and the critical mass (or clustering) that is commonplace within the category.

ix. The proposed development would not be at-odds with contemporary development trends at comparable sites or precincts, and also shares many of their key attributes:

- A flat land parcel over a single level.
- Single land ownership.
- Main road exposure and accessibility.
- Able to conveniently accommodate trucks and delivery of stock.
- Generally complementary with surrounding facilities, including as part of a precinct.

x. There are also several examples of this type of development throughout Tasmania, including at the similar satellite town of Kingston (on the southern outskirts of Hobart), where precincts such as Mertonvale Circuit and Westside Circle accommodate a broad range of uses in keeping with those proposed at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street (the majority of which are not represented at Sorell).

xi. The Sorell site therefore presents the opportunity to facilitate a modern integrated development that responds to existing and emerging trends in the category, as well as elevating the surrounding precinct.

4.2. Trading Potential

i. Development such as the proposed site play fundamental roles in the economies of Australia's metropolitan areas, having developed around the need to meet consumer demand. The nature of consumer demand continues to develop and evolve, reflecting social changes within society, such as:

- Increasing time pressures on working families.
- Population and income growth.
- The evolution of new retail formats and traders.
- Competitive retail developments and precincts.

ii. The demands of retailers, as well as consumers, combine to add pressure for additional floorspace in existing retail precincts.

iii. This assessment indicates that there is (and will continue to be) strong demand and potential for not only the indicative range of uses at the Sorell development, but also many other categories that would be permissible under the General Business zone.

iv. The positioning of the subject site is such that it would (or could potentially) serve a range of customer segments, as follows:

- **Residents**: the catchment area resident population is currently estimated at 26,933 persons and is projected to increase to some 33,533 persons over the period to 2041.
- **Workers**: a total of 5,910 people were employed within the catchment area as at the 2021 Census, a figure which has increased from 3,440 as at 2011. It is important to note that a proportion of the worker market is likely to be a sub-set of the residential market, given some workers would live within the catchment area. However, residents who both live and work within the catchment would have the opportunity to use the proposed facilities at the site more regularly than if they worked elsewhere.
- **Passers-by and Broader Region Residents:** the site would attract visitation from persons beyond the catchment areas, including passers-by or residents from elsewhere in Tasmania – noting the regional accessibility afforded to the site by the Tasman Highway (17,065 vehicles per day) and Arthur Highway (13,818 vehicles per day).

v. The proposed uses would service different catchment areas or customer segments to varying degrees.

vi. Each of the core components of the proposed development are anticipated to trade strongly by way of servicing substantial resident and worker catchments. An additional advantage of the subject development is distributed usage times (i.e. does not generate typical peaks) that will ensure around the clock activation of the precinct.

vii. As outlined previously throughout this assessment, projected sales or demand for the development is as follows:

- **Large Format Retail & Trade-related Showrooms (16,820 sq.m):** there is likely to be strong potential for large format retail, mini-major, automotive, hardware and specialist floorspace at the Sorell development. While tenants cover a broad array of product types and categories, many trade at similar productivity levels. For the purposes of this assessment, proposed large format retail, hardware and trade-related showroom space totalling up to 16,820 sq.m at the Sorell development is projected to achieve sales of approximately $56.3 million, or $3,350 per sq.m.

  This would represent around 45.7% of catchment area spending across the category (not accounting for spend from beyond or supply-induced growth), however, the vast majority of this would impact facilities beyond Sorell and the catchment area – given there would be minimal replication of the town centre offer.
- **Fast Food Pad Site (250 sq.m):** there are several major brands that are not represented or are undersupplied throughout the catchment. The proposed site aligns with typical benchmarks in terms of size, composition, built form and amenity. Consequently, projected sales are in the order of $2.5 million across the fast food component of the Sorell development, also reflecting industry averages.

  This would represent just 2.6% of projected food catering spend generated by catchment area residents alone in 2025/26 and less than two years of projected spend growth across the category.

- **Service Station (250 sq.m):** service stations have traditionally applied a turn-in rate (i.e., a percentage of passing cars) to project petrol volumes for a new outlet. Based on the high-profile positioning of the tenancy along Arthur Highway/ Cole Street, as well as the proximity of the bypass, several operators would likely show interest in a site at the Sorell development, such as BP or an independent operator – each of which are note represented nearby.

  Total projected sales for the subject site are in the order of $2.2 million, or around $8,750 per sq.m – which would align with comparable benchmarks for similar service stations around Australia. This would represent just 3.1% of projected petrol station spend generated by catchment area residents alone in 2025/26 and less than two years of projected spend growth across the category. Once again, passing traffic, visitors and workers would add significant to demand for service stations throughout the region.

- **Gym & Fitness:** the development offers potential for a gym or fitness operator (such as group fitness, classes, cross-fit, yoga, and Pilates), which are seeking larger and more adaptable spaces with regional accessibility and after-hours trading possibilities, all of which the subject site can fulfil.

- **Entertainment:** the development also has the potential to accommodate entertainment uses, which would fill a gap within the catchment area. Total entertainment spending by catchment area residents is projected at $13.5 million by 2026, which would reflect substantial leakage. Potential entertainment options include Children's Soft Play, Trampolining, Escape Rooms, E-Sports Lounge, Flight Simulation, Virtual Reality Simulations, Indoor Mini Golf, Ten-pin Bowling, Edutainment, and more.

- **Medical:** the key types of professions that are most compatible include Chiropractors, Dental Practitioners, GP's, Occupational Therapists, Optometrists, Pharmacists, Physiotherapists, Podiatrists, Psychologists and many more – including across ancillary, wellness categories and even a day surgery. Across these professions, AIHW data indicates an indicative undersupply of some 71 professionals as at 2021 across the local SA3.

- **Childcare (610 sq.m internal):** there is an existing undersupply of around 200 childcare places across the catchment area, which is expected to worsen to 258 places by 2041. Childcare centres are large floorspace users, requiring a minimum of 3.25 sq.m of unencumbered indoor space and 7 sq.m of unencumbered outdoor space per child. While facilities can vary in size, they are often more than 1,000 sq.m (not including play areas and car parking) and pay low gross rents. The proposed Sorell development would accommodate around 87 places and contribute to satiating part of the significant projected undersupply.

- **Industrial Units & Self Storage:** there is likely to be demand for additional storage facilities throughout the region, be it self-storage, industrial units, strata storage or other. The subject site represents a logical location for this type of use at any scale.

- **Short Stay Accommodation:** short-stay accommodation would be deemed as a positive addition to the local hospitality sector, filling the void in options, as well as enhancing the tourism economy and visitation to Sorell. The challenges associated with managing short-term rental supply highlight the need for policymakers to strike a balance between tourism growth and safeguarding the housing needs of the local population. The subject site has the potential to make a meaningful contribution by facilitating prospective short-term accommodation providers and, in doing so, promote the use of residential-zoned land for residential uses – given the local market is dominated by Airbnb listings.

- **Retirement Living & Aged Care:** there are several factors that have driven growing demand for permanent residential aged care and retirement living options. Traditionally, retirement living, and residential aged care have operated separately from each other, however, the co-location of independent living units, serviced apartments (assisted living), and residential aged care facilities has resulted in integrated communities where people can age in place. Based on industry demand benchmarks and the catchment area population, there is currently estimated demand for some 404 retirement living places (circa 250 dwellings) and more than 260 aged care beds across the catchment area. Given the lack of existing supply, theses residents would therefore need to explore options further afield around Hobart.

viii. While the final composition of the Sorell development could vary from this indicated composition, this assessment demonstrates that the development footprint (GLA) of between 15,000 - 20,000 sq.m (depending on car parking requirements and built form) is both supportable and appropriate.

ix. Given the breadth of uses that could be accommodated, possible consideration could be given to the explicit approval or exclusion of key uses or sub-categories at the subject site – in order to balance any areas of concern for the local community or Council. This may include limiting floorspace of tenant types or restricting key uses that may impact other town centre uses - in order to ensure prospective operators are complementary to the retail offer at Sorell (as opposed to replications).

TABLE 4.1. SORELL DEVELOPMENT, INDICATIVE COMPOSITION & PROJECTED SALES

	Tenant Count (no.)	Building GLA (sq.m)	Projected Sales	
			$'000	$/sq.m
Component				
Large Format Retail, Warehouses & Showrooms	12	16,820	$56,347	$3,350
Fast Food	1	250	$2,500	$10,000
Service Station	1	250	$2,188	$8,750
Childcare	1	610	n.a.	n.a.
Total Development	**15**	**17,930**	**$61,035**	**n.a.**

Source: Wolf Inc.

4.3. Retail Impacts

i. This sub-section of the report outlines the likely sales impacts on competitive retail facilities as a result of the opening of the retail component of the proposed Sorell mixed-use development. The following factors are typically considered when assessing the potential impacts of a new developments on each existing facilities or centres:

- The distance of the (impacted) centre, by road, from the proposed development.
- The size of the centre, in terms of total retail floorspace.
- The proposed range of uses, including the potential overlap (or lack of) between categories and tenants.
- The quality of offer and unique attributes.
- The role and function of the centre.
- Relative accessibility compared with the proposed retail development.
- The estimated performance of the development (in current sales), accounting for any future developments in the region that may also impact on the future sales of existing centres.
- The share of available expenditure which the centre attracts from the identified catchment area of the proposed development.

ii. The following key principles are then relied on when assessing the dollar (and percentage) impacts that are likely to be absorbed by existing facilities/centres:

- The greatest impacts are typically absorbed by the closest comparable centres or developments.
- Impacts on smaller developments tend to be smaller in scale, as these stores normally attract a lower market share of available catchment area expenditure and perform a different role and function within the hierarchy, often serving local or walkable catchments, and/or more specialised/discerning needs.

iii. Table 4.1 previously outlined total projected sales for the Sorell mixed-use development, at $61.0 million, based on the indicative composition.

iv. As shown in Table 4.2, this would represent 7.5% of resident catchment area consumption spending and 9.8% of total retail spending. These figures should also be considered an upper threshold, given additional demand would be generated by workers, passers-by, and supply-induced growth (% would be even lower).

v. The large format retail component would reflect around 45.7% of catchment area spending across the large format retail category (again not accounting for spend from beyond or supply-induced growth), however, the vast majority of this would impact facilities beyond Sorell and the catchment area – given there would be minimal replication of the existing Sorell town centre offer.

vi. Due to growth, this figure corresponds to less than two years of projected retail expenditure growth across the catchment, which would mean any impacts were quickly ameliorated.

vii. The development will not only draw thinly from a large catchment area (both resident and worker), but also appeal to an even broader market by way of the major arterial location of the site. This would also result in the retention of significant spending and activity within Sorell, which would currently be escaping the catchment area (leakage).

viii. Consequently, the average impacts of the Sorell development across the region would be (at worst) up to 7.5% to 9.8%, and likely far lower (less than 5% and within the normal competitive range).

ix. The proposed development will not impact on the viability or the continued operation of any existing or proposed centre (including the Sorell town centre), or more broadly - any competitive facility located throughout the region.

TABLE 4.2. SORELL DEVELOPMENT, INDICATIVE SALES & AVAILABLE SPENDING

	Tenant Count (no.)	Building GLA (sq.m)	Projected Sales		Catchment Area Spend (2026)		
			$'000	$/sq.m	Category	$'000	%*
Component							
Large Format Retail, Warehouses & Showrooms	12	16,820	$56,347	$3,350	Large Format Retail	$123,296	45.7%
Fast Food	1	250	$2,500	$10,000	Food Catering	$94,693	2.6%
Service Station	1	250	$2,188	$8,750	Petrol	$70,393	3.1%
Childcare	1	610	n.a.	n.a.	Childcare	n.a.	n.a.
Total Development	**15**	**17,930**	**$61,035**	**n.a.**	**Represented Categories**	**$288,381**	**21.2%**
					*Total Retail Spending***	*$624,194*	*9.8%*
					*Total Consumption Spending***	*$811,401*	*7.5%*

Source: Wolf Inc.

*Does not include supply induced growth or net inflow

4.4. Planning Context & Implications

i. As part of the proposed development, the applicant is seeking to rezone the site to General Business, in order to accommodate the proposed range of uses.

ii. Under Section 40 of the *Land Use Planning & Approvals Act of 1993 (LUPPA)*, the assessment must also consider the need for an expanded General Business Zone in light of redevelopment potential (and constraints to redevelopment potential) in the existing area of General Business Zone.

iii. As illustrated in Map 4.1, the existing provision of General Business zone land throughout Sorell is generally located along Cole Street, Gordon Street and Dubs & Co Drive, to the west of the subject site. The vast majority of current zoned land is generally occupied (existing use in operation), and of the limited vacant sites available, several have development approvals.

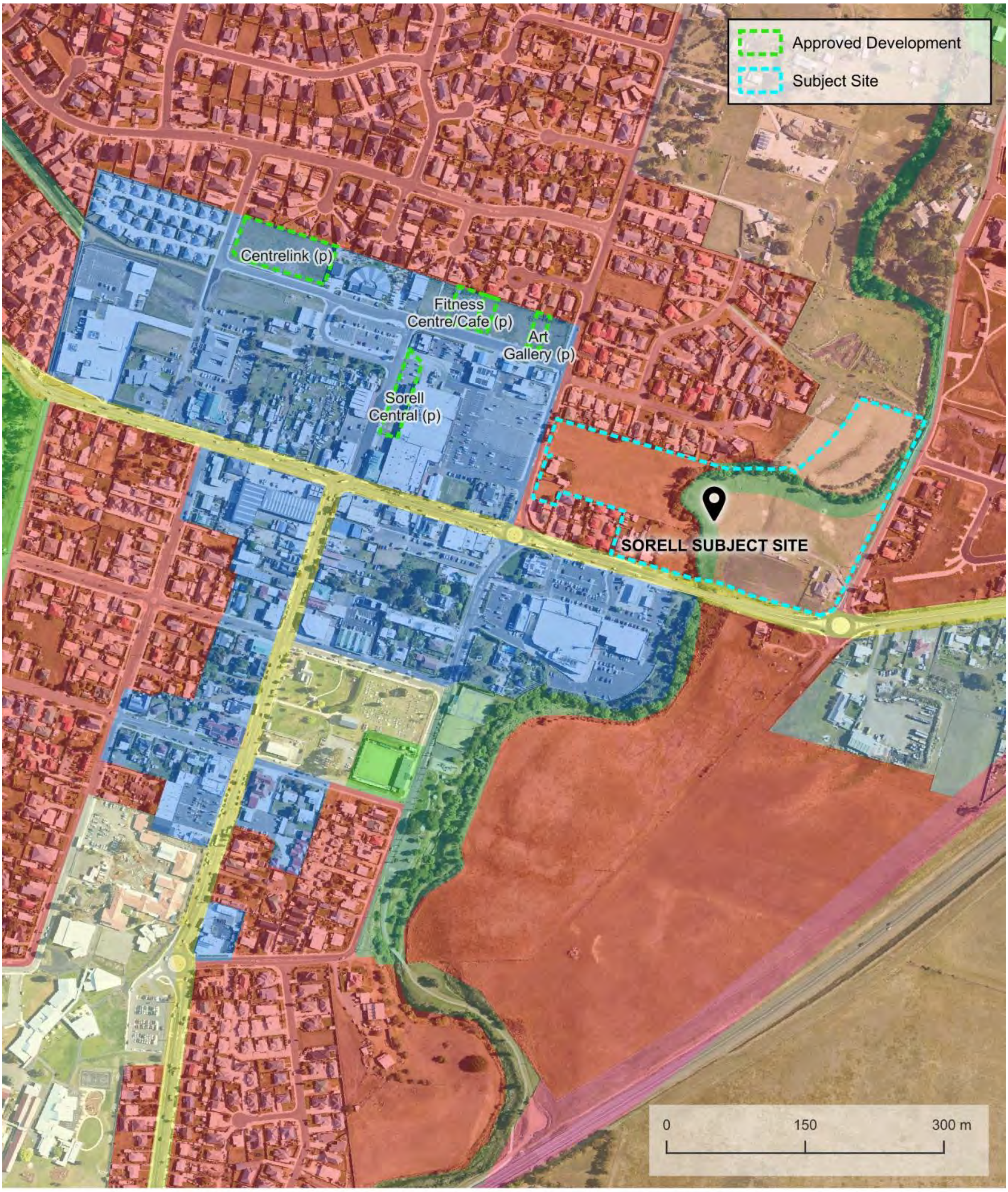
iv. The remainder of vacant parcels (no development approval) are characterised as smaller in scale, and hampered by fragmented land ownership (different owners across adjacent sites). In this sense, there is no other available, alternate land which could accommodate the proposed Sorell development scale.

v. The subject development is also well-aligned with the *Southern Tasmanian Regional Land Use Strategy (2010–2035)* and the specific regional policies pertaining to Activity Centres. The Strategy emphasises that Activity Centres are more than just retail and commercial precincts, and the subject development reflects this – as a multifunctional and accessible centre (AC1.1), with a focus on employment, retail, commercial uses. The development will be a well-planned centre that provides high-quality amenities and leverages excellent transport links to the broader region (AC1.2 and AC1.5). As outlined above (and with reference to AC1.3), the site would not represent an out-of-centre development, given it forms a natural extension of the existing Business Centre zone (to the immediate west). This would also help to revitalise and strengthen the retail offering within Sorell (AC1.4 & AC1.8).

vi. Further, with the *Sorell Open Space Strategy (2020)* emphasising adaptability and maximising community value, repurposing this underutilised subject site for the development of a vibrant and accessible activity centre would address the changing needs of the community – and strike a balance between the desire for natural spaces and the need for built infrastructure and services to support growing demand.

vii. Overall, the subject development aligns with the various applicable land use and planning strategies, as a well-planned, vibrant, and accessible activity centres that will cater to a range of functions and services, integrate seamlessly with the existing urban fabric, and strengthening the local community.

MAP 4.1. ZONING & LAND USE



Interim Planning Scheme Zones

- General Residential
- Low Density Residential
- Rural Living
- Community Purpose
- Recreation
- Open Space
- General Business
- Rural Resource
- Utilities
- Environmental Management
- Particular Purpose
- Particular Purpose

4.5. Employment Impacts

i. The proposed Sorell development at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street would result in a range of important economic benefits which will be of direct benefit to the local community. Employment impacts and contributions are described as follows:

Ongoing Employment Generation

- Table 4.3 summarises the projected level of ongoing employment likely to be generated by the indicative retail and complementary non-retail components of the proposed Sorell development. The employment benchmarks (jobs per 1,000 sq.m) used to calculate the indicative total jobs generated is based on typical floorspace and employment yield benchmarks.
- The large format retail component of the development is projected to employ around 336 persons, while the fast food and service station pad site component would be around 20 persons, and the childcare centre some 9 persons.
- Taking a conservative view and allowing for an estimated 10% of the total increase to be because of reduced employment at existing facilities, net additional jobs are estimated at 329, including 303 across the large format retail components, and 18 across indicative Pad site uses.
- Based on *Average Weekly Earnings* data released by the ABS in November 2023 (Cat. 6302.0), the additional permanent employees would earn annual combined salary/wages of some $24.3 million.
- This reflects salary/wages for the local economy, as a direct result of the development alone.

Construction

- Construction of the entire development is estimated to incur total capital costs of approximately $75 million, generating significant employment within the construction and associated industries during the development of the project.
- By using the appropriate ABS Input/Output Multipliers that were last produced in 1996/97 and a deflated estimated total capital cost of construction of $33.7 million (i.e. in 1996/97 dollars), it is estimated that the construction period of the proposed development would directly create 236 full-time, part time and temporary jobs over the development timeline (refer Table 4.4).

Multiplier Effect

- Overall, the development is estimated to directly generate 565 jobs, including (refer Table 4.5):
  - **Ongoing Employment from Planned Floorspace**: 329 jobs.
  - **Construction Phase:** 236 jobs.
- In addition to this direct employment, multiplier effects will flow through the local economy and indirectly generate additional employment opportunities through ancillary businesses/suppliers that support the development and services, as well as additional consumption expenditure by workers employed within the precinct (spending wages).

- Again, by using the appropriate ABS Input/Output Multipliers that were last produced in 1996/97 and adjusting for inflationary and other changes to present, it is estimated that an additional 690 jobs will be created indirectly.

ii. Overall, approximately 1,256 jobs are likely to be created both directly and indirectly because of the subject development (including ongoing employment, construction and multiplier effects).

TABLE 4.3. ONGOING EMPLOYMENT-GENERATING FLOORSPACE

Component	Total Floorspace (sq.m)	Employment Potential		
		Employm. per 1,000 sq.m	Indic. Total Jobs	Net Increase[1]
Indicative Development Composition				
Large Format Retail	16,820	20.0	336	303
Childcare	610	15.0	9	8
Fast Food PAD Site	250	40.0	10	9
Service Centre (Petrol/Fast Food)	250	40.0	10	9
Total	**17,930**		**366**	**329**

1. Indicates the estimated number of net additional ongoing jobs as a result of the proposed development
Source : Australian National Accounts: Input-Output Tables 1996-97

TABLE 4.4. CONSTRUCTION GENERATED EMPLOYMENT

Metric	Total Development
Estimated Capital Costs of Construction	
Estimated Capital Costs 2023/24 ($M)*	$75.0
Estimated Capital Costs 1996/97 ($M)	$33.7
Direct Employment Generation	
Construction Jobs per $1 million (2023/24)	3.15
Total Construction Jobs[1]	**236**

Source : Australian National Accounts: Input-Output Tables 1996-97
Employment totals include both full-time and part-time work. Indicates the estimated number of jobs over the life of the construction project plus ongoing multiplier effects, for the equivalent of one year

TABLE 4.5. ESTIMATED TOTAL EMPLOYMENT SUMMARY

Metric / Category	Est. Net Employment Increase[1]	Employment Multiplier Effects	Total Employment
Ongoing Employment from Planned Floorspace			
Proposed Development Composition	329	312	641
Construction Phase			
Direct Employment Generation	236	378	614
Net Additional Employment	**565**	**690**	**1,256**

1. Net increase includes an allowance for reduced employment levels at impacted centres estimated at 10% of the total increase

4.6. Net Community Benefits

i. It is the conclusion of this report that a substantial net community benefit would result from the development of the prosed development at 2 Pawleena Road, 3 Weston Hill Road, and 5 Cole Street, including the following:

- Significant improvement in the range of facilities that would be available to local workers and residents, as well as broader catchment area residents - particularly in terms of services and amenity.
- The subject development aligns with the various applicable land use and planning strategies, as a well-planned, vibrant, and accessible activity centres that will cater to a range of functions and services, integrate seamlessly with the existing urban fabric, and strengthening the local community.
- The inclusion of uses such as large format retail, trade specialists, showrooms, mini-major operators, fast food, a service station, gym and fitness operators, entertainment, medical and more - would satiate some of the existing and future demand for such facilities within the resident and worker catchment areas – and help to plug gaps in the respective networks.
- The ability to accommodate large format retail (and similar) operators within amenable tenancies as part of the town centre would also mean that prospective brands would no longer need to secure space within industrial precincts (such as Pinecrest Industrial Estate), which are not optimised for pedestrian activity, accessibility, or integration with the existing retail offer at Sorell (proximity and connectivity).
- The subject development would also result in the retention of spending currently being directed to other services beyond the catchment area, thereby reducing the need for local residents and workers to travel further afield for retail and other needs (reduced leakage).
- The additional customer flows and vibrancy created through the precinct would positively impact neighbouring retail facilities and contribute further to the establishment of a critical mass of similar uses.
- The creation of additional employment which would result from the project, both during the construction period, and more importantly, on an ongoing basis (once the development is complete and operational). In total, approximately 1,256 jobs are likely to be created both directly and indirectly because of the proposed Sorell development. This includes a number of youth employment opportunities.
- Ongoing employment alone (i.e. no construction or multiplier-related jobs) is estimated at 329 additional permanent employees, which would earn combined total salary/wages of some $24.3 million. This reflects salary/wages for the local economy, as a direct result of the development alone.
- Distributed usage times that will ensure around the clock activation of the precinct without causing congestion.

ii. It is concluded that the combination of the substantial positive economic impacts serves to more than offset the minor trading impacts that could be anticipated for a wide-ranging variety of operators throughout Greater Hobart and beyond.

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Attachment 1 – Modified Draft Amendment (As Recommended)

TASMANIAN PLANNING SCHEME - SORELL

PLANNING SCHEME AMENDMENT

AM-SOR-5-2024-214-1

Pursuant to the Land Use Planning and Approvals Act 1993

Location

3 Weston Hill Road, Sorell (CT 239252/1),
5 Cole Street, Sorell (CT 230862/1), and
2 Pawleena Road, Sorell (folio of the Register 52621/1; 61/654; 222468/1)

Description

In two parts

Part 1: Apply the General Business Zone and Open Space Zone (below).

Legend

General Business Zone

Open Space Zone

Zone boundary for the Open Space Zone is a ten metre offset to the south and east from line of rivulet as described by folio of the Register 52621/1; 61/654; 222468/1

Part 2

Insert the following site specific qualifications.

Reference Number	Site Reference	Folio of the Register	Description	Relevant Clause in State Planning Provisions
SOR-15.1	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the No Permit Required Use Class of General Retail and Hire for this site is: "If for: (a) a minimum gross floor area (GFA) of 300m^2 per tenancy; and (b) If not for a supermarket".	General Business Zone – clause 15.2 Use Table
SOR-15.2	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the Permitted Use Class of Bulky Goods Sales for this site is: "If for a minimum gross floor area (GFA) of 300m^2 per tenancy".	General Business Zone – clause 15.2 Use Table
SOR-15.3	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	A additional Objective, Acceptable Solution and Performance Criteria for to 15.4.2 setbacks: **Objective:** That building setback:	General Business Zone – clause 15.4.2 Setbacks

			(d) does not cause an unreasonable loss of amenity to adjoining open space zone. **A4** Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m. **P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.	
SOR-15.3	3 Weston Hill Road, Sorell	(CT 239252/1 and 9444/4)	An additional Objective, Acceptable Solution and Performance	General Business Zone – clause 15.4.2 Setbacks

***Response to criteria requirements for Local Provisions Schedule under LUPAA* Section 34(2) of**

LUPAA requires a relevant planning instrument to meet all of the following criteria.

(a) contains all the provisions that the SPPs specify must be contained in an LPS

The proposal complies with the SPP requirements for an LPS as set out in clause LP1.0 and Appendix A of the SPPs.

(b) is in accordance with section 32

This section identifies the technical aspects of a LPS such as inclusion of zone maps and overlays, and what additional local provisions can be included if permitted to do so under the SPPs, to add to, modify or override the SPPs.

Section 32 (4) states:

> *An LPS may only include a [site specific provision] if –*
> *(a) a use or development to which the provision relates is of significant social, economic or environmental benefit to the State, a region or a municipal area; or*
> *(b) the area of land has particular environmental, economic, social or spatial qualities that require provisions, that are unique to the area of land, to apply to the land in substitution for, or in addition to, or modification of, the provisions of the SPPs.*

The site specific provisions proposed for the site satisfy both (a) and (b).

Criteria (a) is satisfied as the proposal will provide significant social and economic benefits to the LGA through job creation and retention of spending. These benefits are outlined in the Economic Impact Assessment and include a significant number of construction, direct jobs and indirect jobs.

Criteria (b) is satisfied as the rivulet has particular environmental, social and spatial qualities that are unique and of value. The rivulet is a central topographic element of the township, yet it is one that is largely hidden. Significant social benefits arise from spatial allocation of development in a manner that opens up public access to the rivulet. It is important this this occurs is a reasonable manner that balances development with amenity. There are numerous examples of rivulets in Greater Hobart that have very low levels of public access and amenity through inadequate siting and design. Locally, the Sorell Plaza treatment of the interface has created a closed-off area. The need to balance amenity is particularly significant to this site given that the eastern side of the rivulet is flood prone require specific design responses that could dominate the open space zone and detract from creating a significant public asset.

(c) furthers the objectives set out in Schedule 1 of LUPAA

Assessment of the amendment against the Schedule 1 objectives is provided in the following table.

Part 1 Objectives		Comment
(a)	*to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity*	The amendment furthers this objective by maintaining suitable buffers to the Sorell Rivulet through the Open Space Zone and the existing waterway and coastal protection area overlay.
(b)	*to provide for the fair, orderly and sustainable use and development of air, land and water*	The increase in the General Business Zone is in response to population growth and limitations in the existing zoned area to accommodate large floor area retailing and related uses. The amendment is based on there being a need for such uses and that these uses can be accommodated within the site at a scale that can be absorbed into the retail catchment without unreasonably reducing the viability of other centres. The sustainability considerations focus on the flood risk. How the site is developed in response to flood risk is not known and is not part of the current process. The scheme includes existing flood hazard provisions whereby development must "not cause or contribute to flood on the site, on adjacent land, or public infrastructure".
(c)	*to encourage public involvement in resource management and planning*	If certified, the draft amendment will be subject to public exhibition.
(d)	*to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c)*	The proposal would facilitate economic activity during construction and ongoing through employment and trade, including associated rates and taxes collected by local, State and Federal governments.

(e) *to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State*	This procedural objective has no bearing on the matter at hand.
Part 2 Objectives	
(a) *to require sound strategic planning and co-ordinated action by State and local government*	This procedural objective has no bearing on the matter at hand.
(b) *to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land*	This procedural objective has no bearing on the matter at hand.
(c) *to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land*	Beyond the rivulet corridor, the site has minimal natural values and no native vegetation will be affected. Future stormwater will need to be in accordance with the Stormwater in New Development Policy. The proposal can add social and economic value through the diversification of retail and employment.
(d) *to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels*	This procedural objective has no bearing on the matter at hand.
(e) *to provide for the consolidation of approvals for land use or development and related matters, and to co- ordinate planning approvals with related approvals*	This procedural objective has no bearing on the matter at hand.

(f)	*to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation*	The site can facilitate a pleasant, efficient and safe working environment. Future development is subject to a number of construction codes and standards relating to accessibility and workplace standards among others. The separation from residential properties will protect residential amenity. The flood hazard on the property is a safety consideration that will need to be managed through any future development.
(g)	*to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value*	There are no items of scientific, aesthetic, architectural or historical value within the site.
(h)	*to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community*	The amendment will have no adverse impact on public infrastructure.
(i)	*to provide a planning framework which fully considers land capability.*	This procedural objective has no bearing on the matter at hand.

(d) is consistent with each State policy;

Assessment of the amendment against the current State policies is provided in the following table.

State Policy	Comment
State Policy on the Protection of Agricultural Land 2000 (PAL)	Not applicable based on the existing residential zoning.
State Policy on Water Quality Management 1997 (SPWQM)	The proposed amendment per se would not result in an increase in sediment transport to surface waters. Any future planning permits issued for developments in the subject area will require that appropriate water quality management measures are put in place at the time of works.
State Coastal Policy 1996 (SCP)	The site is within 1000m of the coast and is subject to the policy. As the site is within an urban area the proposal would not conflict with the many and varied policy statements in the SCP.

National Environmental Protection Measures

National Environment Protection Measures (NEPM) are automatically adopted as State Policies under section 12A of the *State Policies and Projects Act 1993* and are administered by the Environment Protection Authority.

The NEPMs relate to:

- ambient air quality
- ambient marine, estuarine and fresh water quality
- the protection of amenity in relation to noise (but only if differences in markets for goods and services)
- general guidelines for the assessment of site contamination
- environmental impacts associated with hazardous wastes
- the re-use and recycling of used materials.

Principle 5 of the NEPMs states that planning authorities *'that consent to developments, or changes in land use, should ensure a site* *that is being considered for development or a change in land use, and that the authorities ought reasonably know if it has a history of use that is indicative of potential contamination, is suitable for its intended use.*

There are no known issues on the property.

(da) satisfies the relevant criteria in relation to the TPPs;

The Tasmanian Planning Polices have not been implemented.

(a) as far as practicable, is consistent with the regional land use strategy, if any, for the regional area in which is situated the land to which the relevant planning instrument relates;

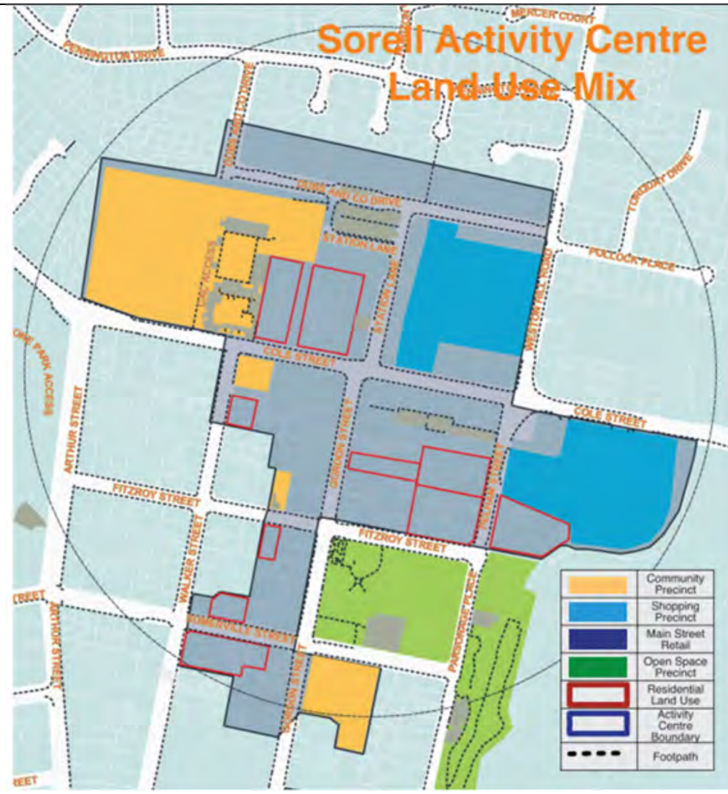
The following considers the key elements of the Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS)

Relevant STRLUS strategies	Comment
Managing Risks and Hazards MRH 2.1: Provide for the mitigation of flooding risk at the earliest possible stage of the land use planning process (rezoning or if no rezoning required; subdivision) by avoiding locating sensitive uses in flood prone areas. MRH 2.2: Include provisions in the planning scheme for use and development in flood prone areas based upon best practice in order to manage residual risk.	Much of the site is within the flood-prone hazard area overlay, and the more recent Entura flood study. Irrespective of the zone, future development must satisfy the Flood-Prone Areas Hazard Code. The more recent study considers the effect of residential development in the catchment (inclusive of design failings with that development) and the removing of the existing dam wall that is immediately north of the site. Development scenarios for commercial purposes would include filling the site and construction of barriers (similar to the Sorell Plaza site), car parking in flood prone areas, suspended slab construction or some combination thereof. Development scenarios with a residential zone would be limited to the section of the site above the 1% AEP flood level (some 1.4 hectares).

Recreation & Open Space ROS 1 Plan for an integrated open space and recreation system that responds to existing and emerging needs in the community and contributes to social inclusion, community connectivity, community health and wellbeing, amenity, environmental sustainability and the economy. ROS 1.5 Ensure residential areas, open spaces and other community destinations are well connected with a network of high-quality walking and cycling routes.	The proposal retains the Open Space Zone, consistent with the Sorell Township Urban Master Plan 2015 (STUMP). Public access and shared trails along the Sorell Rivulet has a growing importance with recent subdivision activity. There is much to be gained by a rivulet trail linking key open space at Pioneer Park, St George's Square and Pawleena Road.
Physical Infrastructure PI 1 Maximise the efficiency of existing physical infrastructure. P1 1.1 Preference growth that utilises under-capacity of existing infrastructure through the regional settlement strategy and Urban Growth Boundary for metropolitan area of Greater Hobart.	The recent Pawleena Road subdivisions required significant infrastructure upgrades including increased capacity water reticulation, new sewer pump station and the Cole / Pawleena / Clifton roundabout. The site can utilise this infrastructure.
Land Use and Transport Integration LUTI 1 Develop and maintain an integrated transport and land use planning system that supports economic growth, accessibility and modal choice in an efficient, safe and sustainable manner. LUTI 1.1 Give preference to urban expansion that is in physical proximity to existing transport corridors and the higher order Activity Centres rather than Urban Satellites or dormitory suburbs. LUTI 1.2 Allow higher density residential and mixed use developments within 400, and possibly up to 800 metres (subject topographic and heritage constraints) of integrated transit corridors. LUTI 1.9 Ensure car parking requirements in planning schemes and provision of public car parking is consistent with achieving increased usage of public transport. LUTI 1.11 Encourage walking and cycling as alternative modes of transport through the provision of suitable infrastructure and developing safe, attractive and convenient walking and cycling environments.	Council is supportive of reducing the reliance on private vehicle transport within settlements through investment in footpath infrastructure and increasing pedestrian connectivity and amenity (see streetscape upgrade and Inspiring Place plan, draft Car Parking Strategy and STUMP). Park and ride is also key with investments at Sorell and Midway Point. The type of development presented is car dependent through prioritising larger floor area retailing and uses and its location. Notwithstanding this, the site is close to existing transport corridors, park and ride facilities and existing GBZ. Development would not detract from a more pedestrian friendly commercial area centred on Cole and Gordon Street.

Activity Centres AC 1 Focus employment, retail and commercial uses, community services and opportunities for social interaction in well-planned, vibrant and accessible regional activity centres that are provided with a high level of amenity and with good transport links with residential areas. AC 1.2 Utilise the Central Business, General Business, Local Business Zones to deliver the activity centre network through planning schemes, providing for a range of land uses in each zone appropriate to the role and function of that centre in the network. AC 1.3 Discourage out-of-centre development by only providing for in-centre development within planning schemes. AC 1.4 Promote a greater emphasis on the role of activity centres, particularly neighbourhood and local activity centres, in revitalising and strengthening the local community. AC 1.6 Encourage an appropriate mix of uses in activity centres to create multi-functional activity in those centres. AC 1.7 Improve the integration of public transport with Activity Centre planning, particularly where it relates to higher order activity centres. A C 1.8 Ensure that new development and redevelopment in established urban areas reinforce the strengths and individual character of the urban area in which the development occurs. AC 1.9 Require active street frontage layouts instead of parking lot dominant retailing, with the	AC 1.2: The proposal will support a broad range of uses across a broader GBZ. AC 1.3: The site is not out-of-centre, rather it is an extension of an existing centre. AC 1.6: The site specific provisions support an appropriate mix of uses via establishing a small precinct focused on larger-floor area retailing and other uses that typically require large floor area. This supports the existing strip-retail character of Gordon Street, which is one of smaller-scale retail and food services uses predominately in converted dwellings. The character of Cole Street is a mix of larger floor area sites (Mitre 10, Gateway Plaza, Sorell Plaza, Zap) and smaller retail and food services uses. Local strategy seeks a more pedestrianised centre along Cole and Gordon. The proposal supports this through allocation of larger-floor area uses and the ability to, over-time, transition Cole Street away from car focused streetscape in the vicinity of the Sorell Plaza. AC1.8: The proposal can complement the existing General Business Zone through accommodating large floor area retailing which along with the two existing plazas are car dependent land uses. Traditional, more pedestrian centred development will continue within the existing General Business Zone. AC1.9: Existing GBZ standards encourage active street frontages and this would apply to all three street frontages. With larger-floor area retailing, the capacity for active street frontages is limited as entry points are less (on a ratio to floor area) and built form differs. The frontages of 2 Pawleena Road are well suited to landscaping to provide an aesthetically pleasing environment and avoid parking domination of the streetscape. AC 1.11: The spatial extent of the General Business Zone has been reduced, as has the amount of vacant or under-utilised land available for retail and other services. A one hectare area of General Business Zone along Dubs and Co Drive was developed for units and subsequently rezoned to residential. The new emergency services hub occupies some 1.3 hectares of General Business Zone. This hub has also further established a community services precinct in the western part of the activity centre inclusive of the Council CAC, memorial hall, health centre (and future

exception of Specialist Activity Centres if the defined character or purpose requires otherwise. AC 1.11 Provide for 10 – 15 years growth of existing activity centres through appropriate zoning within planning schemes. AC 3.1 Actively encourage people to walk, cycle and use public transport to access Activity Centres.	area), approved jobs hub and the intended plaza and cultural precinct (see Inspiring Place landscape plan and cultural precinct business case). The Gateway Plaza is the major commercial facility in the activity centre and has significant redevelopment potential as an aging asset with large ground level car parking. Beyond this, the (now residential) section between the Council CAC and Station Lane has redevelopment potential but first requires either consolidation or secondary road access to open up the narrow lots that now exist (as flagged in the draft Car Parking Strategy). Other vacant land exists along the poorly designed Dubs and Co Drive lots (which have an increasing number of approvals in place) can only provide smaller scale uses given the small lot pattern. The two larger Dubs and Co Drive lots consist of the new child care centre (4100m^2) and the mixed use development at 33 Dubs and Co (5000m^2) Other areas of the General Business Zone have a residential focus that will remain (see draft Car Parking Strategy extract below) with heritage buildings at 5-7 and 10 Pelham and 8-8A Gordon. Other heritage sites are St George's Square, the Gordon Highlander and the Pembroke, the former Council Chambers with an adjoining heritage dwelling at 28 Gordon Street, 23-25 Gordon Street. Local heritage sites include 9 Gordon Street, 11 Gordon Street, 30 Cole Street, 39 Cole Street.

	 A reasonable view is that the planning scheme does not provide for a 10-15 year supply of developable land consistent with AC 1.11. AC 3.1: Integration of the three sites via a rivulet crossing together with development of the open space improves walking and wheeling through the activity centre and township.
Settlement and Residential Development SRD 1 Provide a sustainable and compact network of settlements with Greater Hobart at its core, that is capable of meeting projected demand.	The proposal would convert residential zoning to commercial zoning. The GBZ does permit residential use above ground level which has facilitated residential development at some sites. At higher density, the number of dwelling units in the GBZ could be similar to residential subdivision under existing zones.

(e) has regard to the strategic plan, prepared under section 66 of the Local Government Act 1993, that applies in relation to the land to which the relevant planning instrument relates

The current municipal strategic plan is the *Strategic Plan 2019-2029 (March 2023 update)*. The amendment is consistent with the following objectives:

The Strategic Plan has four key objectives with success measures and delivery actions. Those relevant to the proposal are as follows:

- Objective 1: To Facilitate Regional Growth
  - Grow and measure business investment in agriculture, aquaculture, retail, service industry and social service sectors.
  - Support the revision of the Southern Tasmania Regional Land Use Strategy
- Objective 2: Responsible Stewardship and a Sustainable Organization
  - Strategic increase in the supply of commercial and industrial rated land consistent with Sorell Land Supply Strategy.
  - Support sustainable environmental performance through responsible corporate behaviour, appropriate and achievable climate change mitigation and adaptation practices and continuing to meet our statutory obligations.
- Objective 3: To Ensure a Liveable and Inclusive Community
  - Develop and implement a social infrastructure and community growth strategy.
  - Create an integrated network of shared pathways, within and between townships, and to recreational facilities and services.
  - Encourage the use of the public transport system and establishment of suitable park and ride facilities.
  - Support the development of appropriate public access to coastal assets and the natural environment
- Objective 4: Increased Community Confidence in Council
  - Ensure decision making is consistent and based on relevant and complete information, and is in the best interest of sustainability and whole of community interest.
  - Engage effectively with the community and other stakeholders, ensuring communication is timely, involving and consistent.

The proposal is broadly consistent with Council's Strategic Plan, in that the proposal will expand retail and other services in the town and future walking trails along the rivulet.

(f) as far as practicable, is consistent with and co-ordinated with any LPSs that apply to municipal areas that are adjacent to the municipal area to which the relevant planning instrument relates;

The Economic Impact Assessment has regard to the effect across the region.

The matter has no effect beyond the Sorell LGA.

(g) has regard to the safety requirements set out in the standards prescribed under the.

Not applicable.

SORELL PLANNING AUTHORITY (SPA) AGENDA

17 DECEMBER 2024

COUNCIL CHAMBERS

COMMUNITY ADMINISTRATION CENTRE (CAC)

NOTICE OF MEETING

Notice is hereby given that the next meeting of the Sorell Planning Authority (SPA) will be held at the Community Administration Centre (CAC), 47 Cole Street, Sorell on Tuesday, 17 December 2024 commencing at 4:30 pm.

C E R T I F I C A T I O N

I, Robert Higgins, General Manager of the Sorell Council, hereby certify that in accordance with Section 65 of the *Local Government Act 1993*, the reports in this Agenda have been prepared by persons who have the qualifications and experience necessary to give such advice. Information and recommendations or such advice was obtained and taken into account in providing general advice contained within the Agenda.

ROBERT HIGGINS
GENERAL MANAGER
12 December 2024

AGENDA

FOR THE SORELL PLANNING AUTHORITY (SPA) MEETING TO BE HELD AT THE COMMUNITY ADMINISTRATION CENTRE (CAC), 47 COLE STREET, SORELL ON TUESDAY 17 DECEMBER 2024

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1.0 ATTENDANCE

^
Chairperson Mayor Gatehouse
Deputy Mayor C Wooley
Councillor B Nichols
Councillor S Campbell
Councillor M Larkins
Councillor M Miro Quesada Le Roux
Councillor M Reed
Councillor N Reynolds
Councillor C Torenius
Robert Higgins, General Manager

2.0 APOLOGIES

3.0 CONFIRMATION OF THE MINUTES OF 10 DECEMBER 2024

RECOMMENDATION

"That the Minutes of the Sorell Planning Authority (SPA) Meeting held on 10 December 2024 be confirmed."

4.0 DECLARATIONS OF PECUNIARY INTEREST

5.2 SCHEME AMENDMENT NO. 5.2024.214.1

Applicant:	Ireneinc Planning and Urban Design
Proposal:	Section 40F – Rezone to Open Space to General Business and site specific qualifications
Site Address:	3 Weston Hill Road, Sorell (CT 239252/1 and 9444/4), 5 Cole Street, Sorell (CT 230862/1) and 2 Pawleena Road, Sorell (CT 52621/1, 61/654 and 222468/1)
Planning Scheme:	*Tasmanian Planning Scheme Sorell (TPS-S)*
Relevant Legislation:	Part 3B of the *Land Use Planning and Approvals Act 1993 (LUPAA)*
Reason for SPA meeting:	No delegated authority for a planning scheme amendment

Existing Zone:	General Residential, Low Density Residential and Open Space
Proposed Zone:	General Business and Open Space
Valid Application Date:	07 November 2022
Decision Due:	18 December 2023 (extension granted from the Tasmanian Planning Commission)
Representation(s):	N/A

RECOMMENDATION

a) That pursuant to Section 40D(a) of the *Land Use Planning and Approvals Act 1993*, the Planning Authority prepare Amendment AM-SOR-5.2024-214-1 to the Sorell Local Provisions Schedule for land at 2 Pawleena Road, Sorell (52621/1, 61/654 and 222468/1), 3 Weston Hill Road (239252/1, 9444/4) and 5 Cole Street (230862/1) to rezone to part General Business Zone and part Open Space Zone and include two site specific qualifications (as set out at section 7.2 of Attachment 2 (Planning Submission by IreneInc) to the report).

b) That pursuant to Section 40F(2)(b) of the Land Use Planning and Approvals Act 1993, AM-SOR-5-2024.214.1 be modified to include site specific provisions related to setback from the Open Space Zone, as set out in Attachment 1 to the report

c) That pursuant to Section 40 *and Use Planning and Approvals Act 1993,* AM-SOR-5-2024.214.1 is certified as meeting the LPS criteria.

d) That in accordance with Section 40G of the *Land Use Planning and Approvals Act 1993*, the Planning Authority places the amendment on public exhibition for a period of 28 days.

Executive summary

Proposal

The purpose of the report is to consider whether to prepare and certify a request to amend the planning scheme to rezone three residential properties that are adjacent to the Gateway Plaza and Sorell Plaza to General Business with site specific qualifications.

Process

The report provides details of the amendment and the site. The strategic outcomes of the proposal are outlined, having regard to matters of local, regional and then State importance. Attachments to the report detail the degree of compliance with the *Land Use Planning and Approvals Act 1993* (LUPAA). LUPAA is based on environmental, economic and social objectives with a strong emphasis on public engagement, however, at this stage of the process consultation has not occurred.

If prepared and certified, the following two processes will occur:

1. The amendment is exhibited for 28 days. The Planning Authority will consider a report on the outcomes of exhibition; and
2. The Tasmanian Planning Commission (the Commission) will decide whether to approve, modify and approve, or reject the amendment The Commission will typically hold a public hearing as part of its assessment process. The Commission will consider the Planning Authorities report on the outcomes of exhibition and any recommendation contained within that report.

If not prepared and certified, the proponent may request that the Commission review the decision and the Commission could direct Council to reconsider its position.

Options available to the Planning Authority are to either:

a) certify the amendment as submitted,
b) modify and certify the amendment, or
c) refuse to certify the amendment.

Assessment

The social, economic and environmental benefits of the proposal are:

- Increased diversity and choice in retail and other business or community services;
- Resolves known constraints within the activity centre that limit short, medium and long-term provision of new floor area at a scale necessary to meet the demand under current population projections;
- Increased land supply for activity centre including capacity to maintain a policy of one activity centre for Sorell beyond the current planning horizon of 15-20 years (in other words, no new commercial centre is required);
- Increase employment opportunities and employment self-sufficiency (i.e., residents working and living within the LGA);
- Substantial construction investment; and
- Increased viability of the activity centre, through additional zoned land and opportunity (including offsetting losses in recent years to the extent of the General Business Zone).

Potential consequences may include:

- Disincentivising land consolidation and redevelopment opportunities within the General Business Zone;
- Increased flood risk (without careful design); and
- Reduction in residential opportunities (residential use in the proposed zone is encouraged above ground level and discouraged at ground level).

The key criteria for scheme amendments are set out in LUPAA, the Southern Tasmanian Regional Land Use Strategy (STRLUS) and (draft) Tasmanian Planning Policies (TPPs).

The STRLUS includes policies relating to activity centres including urban design, walkability and accommodating future demand. The request is consistent with these policies and the STRLUS and TPPs generally and is recommended to proceed to certification.

It is notable that the focus of the General Business Zone has shifted eastwards over time through combined effects of the Sorell Plaza development and non-commercial development of the western part of the CAC land for residential development and the emergency services hub.

Documentation

The request is supported by Economic Impact Assessment from Locationiq dated April 2024 and Planning Report from Ireneinc amended December 2024

Proposed Planning Scheme Amendment

The planning scheme amendment is for 3 Weston Hill Road, Sorell (CT 239252/1), 5 Cole Street, Sorell (CT 230862/1) and 2 Pawleena Road, Sorell (CT 52621/1, 61/654 and 222468/1) and has the following elements:

1) Rezone 3 Weston Hill Road and 5 Cole Street from the General Residential Zone to the General Business Zone.
2) Rezone Pawleena Road from part Low Density Residential and part Open Space to part General Business Zone and part Open Space. In this, the current extent of OSZ would reduce to a ten metre wide strip.
3) Introduce site specific qualifications (SSQ) for 2 Pawleena Road that:
    a) Require Bulky Good Sales uses to have a minimum GFA of 300m^2 per tenancy,
    b) Require General Retail and Hire uses to have a minimum GFA of 300m^2 per tenancy, and
    c) Prohibit a supermarket use.

Note, a supermarket is not defined in the State Planning Provisions. A definition from a Queensland planning scheme is a "*single self-contained retailing outlet with fast service checkout facilities offering groceries and associated goods and services for sale*".

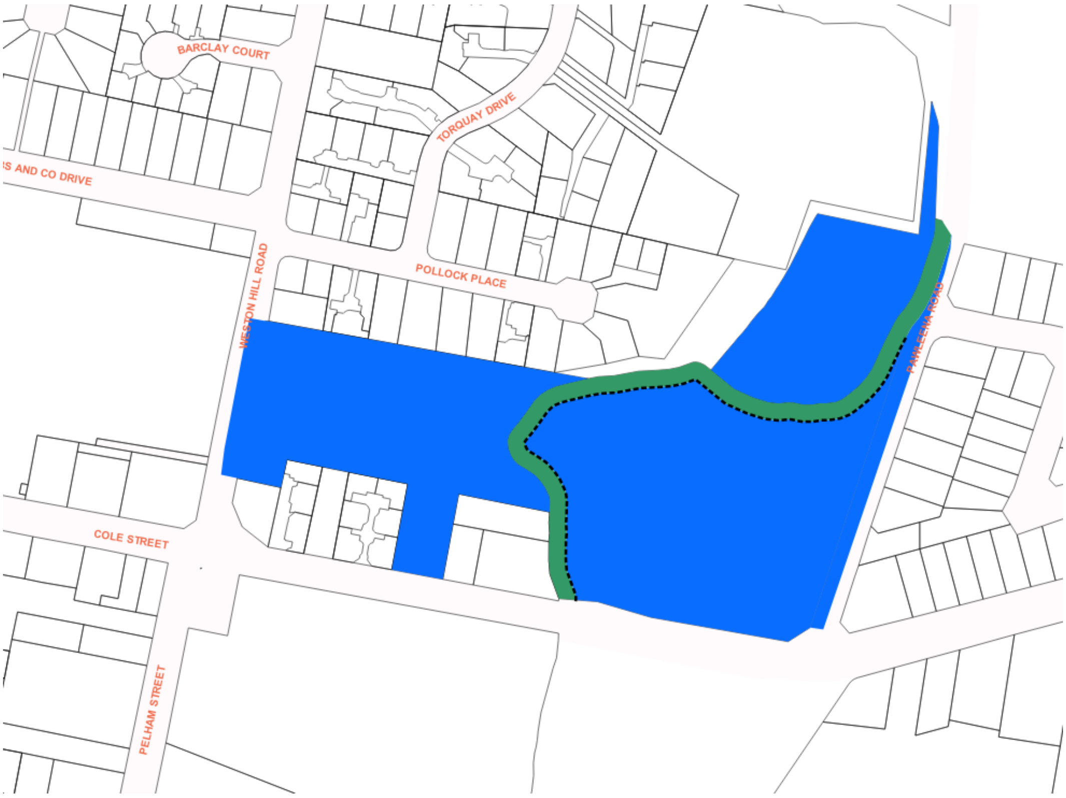


Figure 1. Proposed Zoning (General Business Blue, Open Space Green, Black Line represents 10m offset from rivulet)

Figure 2. Proposed Zoning. February 2024 imagery.

Figure 3 shows the existing zoning of the site and surrounds. The current zone boundary (i.e., the black line in Figure 1) for the Open Space Zone is described as 'historic rivulet boundary'. There is some conjecture on the alignment of the rivulet before the upstream dam (36 Pawleena Road) was constructed particularly with unusual property titles. For instance, a narrow title in the 2 Pawleena Road property is noted as the former alignment of the Sorell Rivulet. A comprehensive review of historic titles has not been undertaken, although the earliest land grant charts do show the rivulet in its current alignment.

Figure 3. Existing Zoning (General Residential in red, Low Density Residential in Salmon, and Open Space in Green).

Proposed Development

There is no associated use or development application for this request.

Documentation includes a conceptual layout of uses and buildings. This forms part of the Economic Impact Assessment and establishes uses and their potential scale to assess the economic impact of those.

Site and Locality

Site Characteristics

The site consists of six lots with a total size of five hectares.

2 Pawleena Road is relatively flat with a more elevated section in the south-east corner. The section north-west of the rivulet is a flood plain. Trees and shrubs are contained within a narrow corridor along the rivulet. There is an existing dwelling close to the Pawleena roundabout. Three titles are included in the property. The site has reticulated water and sewer.

3 Weston Hill Road is a flat 1.15 hectare property in two titles. One title contains an existing dwelling while the second title is a larger vacant parcel.

The property extends from Weston Hill Road (adjacent to the Gateway Complex) through to the Sorell Rivulet. The site has reticulated water, sewer and stormwater.

5 Cole Street is a 1562m^2 lot contained an existing dwelling and various outbuildings. The site has reticulated water, sewer and stormwater.

Adjoining Land

The site is centrally located within the township being adjacent to the Gateway Plaza and Sorell Plaza. These Plaza's each provide supermarket, bottleshop, butcher, take-away and a range of other retail and services. The site adjoins residential land. North-east of the site are two large residential estates under construction including new play facilities at Maddison Lyden Park. South of the site, 8 Cole Street has a 196 lot subdivision approval in place. North of the site are established residential streets of Pollock Place and Torquay Drive.

The Low Density Residential Zone (LDRZ) part of the site is the southern-most section of LDRZ running north between Weston Hill Road and the rivulet and then west along Gatehouse Drive. There is an active review to upzone this LDRZ to General Residential Zone (GRZ) given its central location.

Infrastructure and Transport

The site is capable of being serviced by reticulated water and sewer. The recent Pawleena Park subdivision to the east has upgraded water reticulation in Cole Street and constructed a new sewer pump station.

Cole Street (via Clifton Drive) is the main eastern approach to Sorell from the Sorell Southern Bypass. The roundabout at Pawleena Road/Cole Street/Clifton Drive is operational and largely complete and provide for traffic calming and efficient movement of vehicles.

3 Weston Hill Road contains stormwater mains that drain land to the north into the Sorell Rivulet. 2 Pawleena Road would require a similar discharge to the rivulet. Stormwater is discharged directly to Sorell Rivulet and any development would require appropriate conveyance and treatment. The RAMSAR wetland commences some 500m south of the site and a higher standard of water quality treatment would likely apply subject to the scale and form of development.

Environmental Values

Environmental values have not been investigated in detail. The Sorell Rivulet has a range of environmental values despite its degraded condition. Willows and other weed species are prevalent along the rivulet. Beyond the rivulet, the site is cleared and regularly grazed and cropped on a small-scale.

Social and Economic Values

2 Pawleena Road could be developed under the LDRZ for some 13 lots or around 20 lots if the GRZ applied. 3 Weston Hill Road could accommodate some 35 dwellings in a multiple dwelling development or a lesser number in a subdivision development and 5 Cole Street could accommodate 3 additional dwellings.

This potential housing development represents the sites only social or economic value at present. The site has three dwellings only, minimal agricultural output and little public amenity through scenic vistas or character.

The General Business Zone

The use table for the zone is summarized below. Those in bold are considered more relevant to future use in the site.

No Permit Required		
Business and Professional Services	**Food Services**	**General Retail and Hire**
Natural and Cultural Values Management	Passive Recreation	Residential (home-based business)
Utilities (Minor		
Permitted		
Bulky Goods Sales	Community Meeting and Entertainment	**Education and Occasional Care***
Emergency Services	Hotel Industry	Pleasure Boat Facility (boat ramp)
Research and Development	**Residential (above ground floor or to rear)**	Visitor accommodation (above ground floor or to rear)
Discretionary		
Custodial Facility	Equipment and Machinery Sales and Hire	Hospital Services
Manufacturing and Processing	Residential	Resource Processing (food and beverage)
Service Industry	**Sports and Recreation**	Storage
Transport Depot and Distribution (public transport)	Utilities	**Vehicle Fuel Sales and Service**
Vehicle Parking	Visitor Accommodation	
* includes childcare		

Use standards apply to hours of operation and lighting within 50m of a General Residential Zone (GRZ) (not Low Density Residential Zone) and to discretionary uses in order to consider effects on the activity centre hierarchy and larger-scale Bulky Goods Sales and General Retail and Hire uses. Development standards provide a height of 12m (8.5m if which 10m of GRZ), setback and building design.

Building design requirements include:

- Screening of mechanical plan and services
- External lighting, and
- Pedestrian entrances visible to a road or publicly accessible areas of the site.

Background

The 1990 planning scheme included 3 Weston Hill and 5 Cole Street in the business zone.

ASSESSMENT AND STRATEGIC OUTCOMES

Legislation

To be approved, a draft amendment must comply with the LPS criteria that are set out in LUPAA as follows:

(2) The LPS criteria to be met by a relevant planning instrument are that the instrument –

(a) contains all the provisions that the SPPs specify must be contained in an LPS; and
(b) is in accordance with section 32 ; and
(c) furthers the objectives set out in Schedule 1 ; and
(d) is consistent with each State policy; and
(da) satisfies the relevant criteria in relation to the TPPs; and
(e) as far as practicable, is consistent with the regional land use strategy, if any, for the regional area in which is situated the land to which the relevant planning instrument relates; and
(f) has regard to the strategic plan, prepared under section 66 of the Local Government Act 1993 , that applies in relation to the land to which the relevant planning instrument relates; and
(g) as far as practicable, is consistent with and co-ordinated with any LPSs that apply to municipal areas that are adjacent to the municipal area to which the relevant planning instrument relates; and
(h) has regard to the safety requirements set out in the standards prescribed under the Gas Safety Act 2019 .

Attachment 4 provides a detailed assessment against each relevant criteria.

LUPAA provides a two-step process for planning scheme amendments. The first step under section 40D outlines how and when a planning authority is to *prepare* a draft amendment. Section 40F is step 2 and provides that once a planning authority has determined to prepare a draft amendment it must either *certify* that as meeting the LPS criteria or modify the draft amendment until it meets the LPA criteria and then certify.

Referrals

The request has been referred to TasWater, Department of State Growth and TasNetworks.

Local Strategy, Policy and Impacts

Council's strategic land use documents include the:

- Strategic Plan 2019-2029 (2023 update)
- Sorell Township Urban Master Plan 2015 (Aurecon)
- Sorell Land Supply Strategy 2019 (stages 1, 2 and 3) (Ethos)
- Sorell Open Space Strategy 2020 (ERA)
- Draft Car Parking Strategy
- Active Transport Strategy
- Social Strategy
- Stormwater System Management Plan (Entura), and
- Stormwater in New Developments Policy.

This following section discusses:

- Place-making implications, open space and active transport
- Flooding and natural hazards
- Infrastructure & traffic
- Economic impacts, and
- Zoning of adjoining properties

Place-Making

The Sorell Township Urban Master Plan 2015 (STUMP) encourages a '*concise walkable town centre with easy, active and aesthetically pleasing pedestrian areas, active shop fronts and adequate public space with seating, shade trees and amenities*'. This also identified the long-term provision of public access along the full length of the Sorell Rivulet.

The Southern Tasmanian Regional Land Use Strategy (STRLUS) includes policies of:

- *Ensure that new development and redevelopment in established urban areas reinforce the strengths and individual character of the urban area in which the development occurs.*
- *Require active street frontage layouts instead of parking lot dominant retailing ….*
- *Actively encourage people to walk, cycle and use public transport to access Activity Centres.*

The draft Tasmanian Planning Policies (TPPs) include a strategy to:

Support the redevelopment of commercial and business use and development in existing activity centres prior to considering the establishment of new activity centres, unless it is part of a new greenfield development or a natural progression of an existing activity centre, and is highly accessible to its catchment of users.

The eastern part of the Sorell Activity Centre (ie General Business Zone) presents as a car dominated environment principally as a result of how the two plaza's have been designed and configured. The residential development along Cole Street and Weston Hill Road that is opposite the plaza's does not assist to create a town centre with aesthetically pleasing pedestrian environments or active streetscapes.

The proposal represents an opportunity to contribute to a necessary, although long-term, transition to a more clearly recognisable and defined walkable town centre being established.

The amendment provides standard business activities to occur on the western side of the rivulet and larger floor area on the eastern side. The rivulet can be a transition both in land use and in urban design. Future expansion of the streetscape upgrade program can focus on the western side. The eastern side of the rivulet would have business zoning to one side only. Council's Long-Term Financial Plan includes footpath connectivity between the Cole Street bridge and Pawleena Road which is subject to the replacement of the bridge. This, along with the open space corridor, provides connectivity. It is envisaged that the 2 Pawleena Road frontage will be well landscaped to create an attractive presentation.

The proposal supports the long-identified plan for public access along the rivulet. This open space through the site is an important link that will build upon the public access that is to be constructed as part of the 8 Cole Street subdivision.

The GBZ standards require the provision of pedestrian entrance to the building that is visible from publicly accessible areas of the site, which would apply to the open space. There are no setback or other design standards that apply to the open space zone.

The proposal provides significant benefit through access to the rivulet. It is considered reasonable that the future amenity of the rivulet area is reflected through appropriate planning standards. The rivulet is intended as a key active transport route and requires a level of pedestrian amenity. This requirement together with the likelihood of flood mitigation works requires additional site specific provisions.

It is recommended that the existing setback provisions at clause 15.4.2 be substituted and an additional standard A4/P4 be included with an associated objective.

15.4.2 Setbacks

Objective:	That building setback: (a) is compatible with the streetscape; (b) does not cause an unreasonable loss of residential amenity to adjoining residential zones; and (c) does not cause an unreasonable loss of amenity to adjoining open space zone; (d) minimises opportunities for crime and anti-social behaviour through setback of buildings.
Acceptable Solutions	**Performance Criteria**
A1 Buildings must be: (a) built to the frontage at ground level; or (b) have a setback of not more or less than the maximum and minimum setbacks of the buildings on adjoining properties.	**P1** Buildings must have a setback from a frontage that is compatible with the streetscape and minimises opportunities for crime and anti-social behaviour, having regard to: (a) providing small variations in building alignment to break up long façades; (b) providing variations in building alignment appropriate to provide a forecourt or space for public use, such as outdoor dining or landscaping; (c) the avoidance of concealment spaces; (d) the ability to achieve passive surveillance; and (e) the availability of lighting.
A2 Building must have a setback from an adjoining property within a General Residential Zone or Inner Residential Zone of not less than: (a) 5m; or (b) half the wall height of the building, whichever is the greater.	**P2** Buildings must be sited to not cause an unreasonable loss of residential amenity to adjoining properties within a General Residential Zone or Inner Residential Zone, having regard to: (a) overshadowing and reduction in sunlight to habitable rooms and private open space of dwellings; (b) overlooking and reduction of privacy to the adjoining property; or (c) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the adjoining property.
A3 Air extraction, pumping, refrigeration systems or compressors must be separated a distance of not less than 10m from a General Residential Zone or Inner Residential Zone.[20]	**P3** Air conditioning, air extraction, pumping, heating or refrigeration systems or compressors within 10m of a General Residential Zone or Inner Residential Zone, must be designed, located, baffled or insulated to not cause an unreasonable loss of amenity to the adjoining residential zones, having regard to:

	(a) the characteristics and frequency of emissions generated; (b) the nature of the proposed use; (c) the topography of the site and location of the sensitive use; and (d) any proposed mitigation measures.
A4 Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m.	**P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.

Flooding and other Natural Hazards

The site is subject to the 1% AEP flood level identified in the Entura Stormwater System Management Plan. Flood depth, velocity and hazard ratings from this report are provided below.

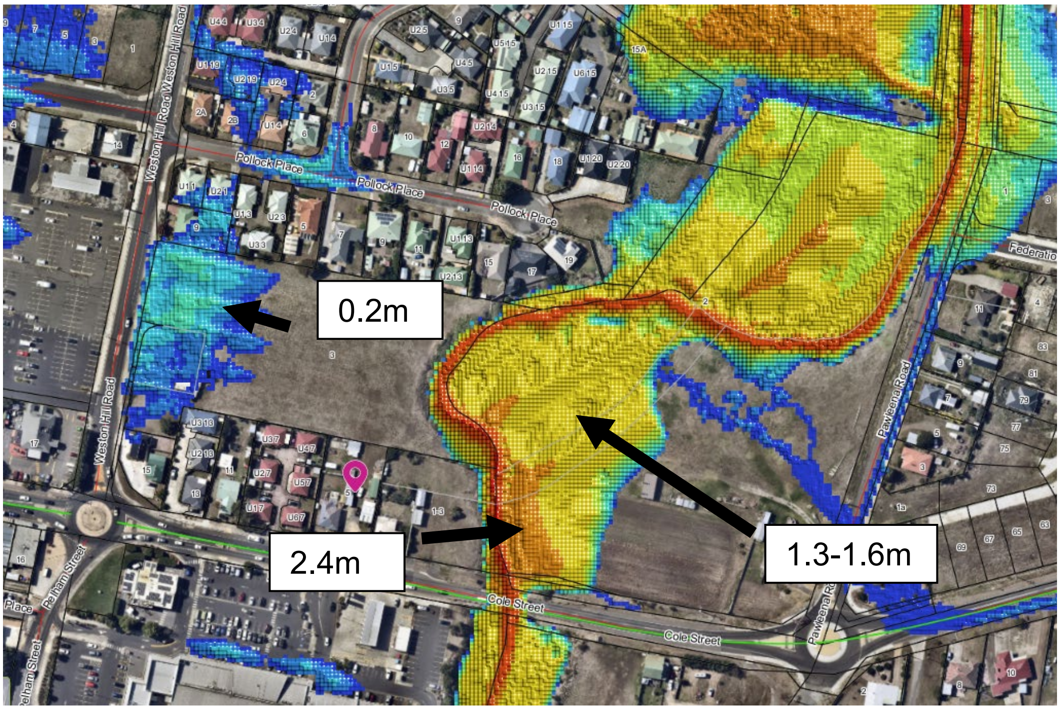


Figure 4. Flood depth (Entura SSMP)

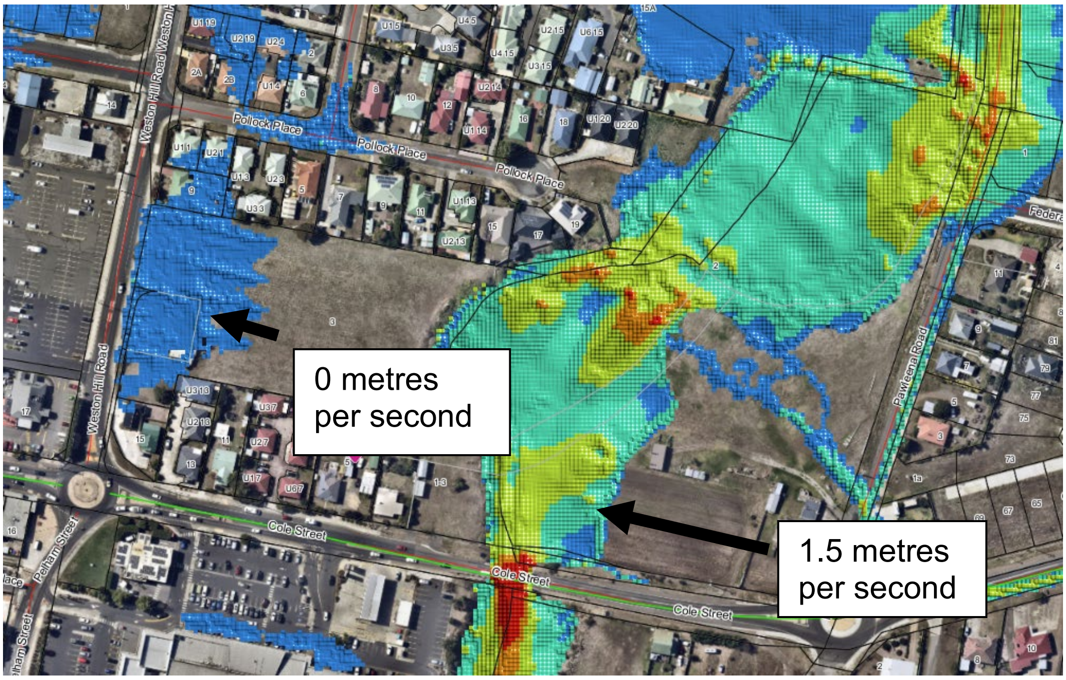


Figure 5. Flood velocity (Entura SSMP).

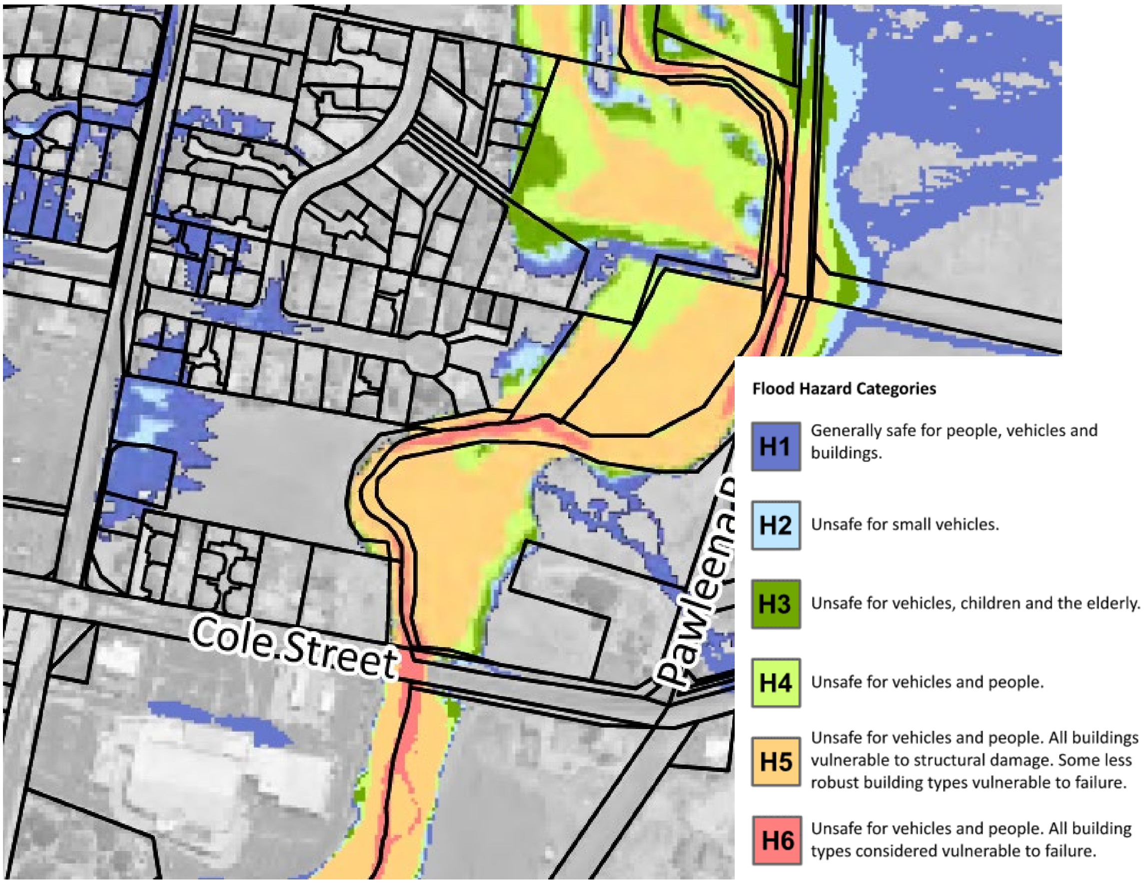


Figure 13. Flood hazard rating (Entura SSMP)

Development in the flood-prone area adjacent the rivulet will require mitigation. The higher value land uses under a General Business Zone are such that development in the flood-prone area should be expected.

One of two mitigation strategies are likely. One is to fill part of the site which is the approach taken with the Sorell Plaza development. A second is suspended slab construction where the flood path is maintained under buildings.

The Flood Hazard Code requires all residential and commercial buildings to achieve and maintain a tolerable level of risk from a 1% AEP flood event, to not cause or contribute to flood on the site or adjacent land or public infrastructure and to not require any (public) flood protection measures.

Flood mitigation opportunities outside the site include:

- The removal of the remaining dam wall above the site which is estimated to lower the 1% AEP flood height by up to 0.8m and reduce peak velocity. This project has Council and developer funds attached to it;
- The removal of willows along the rivulet (subject to NRM South grant application that is yet to be determined); and
- Future design of a new Cole Street bridge.

Infrastructure and traffic

Development on the site will not exceed the capacity of existing water, sewer, stormwater, electrical or road infrastructure. Increased retail and other services within Sorell reduces the need for specific trips outside the LGA to access services and, for some, reduced need to travel outside the LGA for employment.

Local traffic generation can be managed through internal accesses that link the three sites together.

Traffic noise is unlikely to impact residential amenity as the site is on the corner of two major roads with high traffic volumes and heavy vehicle traffic such that future traffic growth will not fundamentally alter existing conditions.

Economic Impacts

<u>Economic Impact Assessment by locationiq.com.au dated April 2024</u>

The Locationiq report considers a conceptual development of:

- Large format retail, warehouses and showrooms up to 16,820m^2 of floor area;
- One 250m^2 fast food pad;
- One 250m^2 service station; and
- Childcare.

The concept development is the basis of the economic assessment. Economic outputs are estimated to include:

- $61 million of annual sales (7.5% of resident catchment) while

large-floor area sales are estimated to be 47% of resident catchment
- 236 construction jobs
- 565 direct net employment increase
- 690 indirect (i.e., multiplier) employment increase, and
- Increased retention of spending within the catchment.

The site is described as:

> … '*a high-profile location along Arthur Highway that is easily-accessible for both local and surrounding region residents and workers. The positioning of the site forms a natural extension to the established Sorell township that will mean prospective large format and other complementary uses would be connected and easily available for the region.' (p10)*

Existing retail and other services within the township are assessed in the report as:

- 54 traditional retail tenants with 10,492m^2 of floor area, which includes the supermarkets, 17 food businesses and 10 retail businesses;
- Five large format retail (Petstock, Mitre10, Marshall's Batteries[1], Kings Outdoor Living and Choice's flooring);
- 72 other business including health, childcare, medical, real estate and other; and
- two recorded vacancies.

A 10km radius retail catchment is defined in the report based on scale, accessibility, the pattern of urban development in the area and mobile ping data to identify the place of residence of customers (page 24). The socio-economic profile of the catchment consists of higher than Tasmanian average per capita wages and slightly slower household income and high levels of home ownership. The report views that there is a strong demand for large format retail of home furnishings, building supplies and the like.

Within this catchment, expenditure by the residential population is determined by transaction data. Significantly higher average per capita expenditure exists for household goods, large form retail, entertainment and petrol stations. Lower average per capita expenditure is seen in department stores, discount department stores, gym sports and health, apparel and retail services.

It is considered that the high rates of residential growth in recent years, whereby Sorell has the fastest rate of population growth of any Tasmanian LGA, would generate high levels of expenditure in home and building categories.

[1] Since closed, now a building construction company office/showroom.

Discussion

Expanding the local employment base and local economy is a key objective of Council. Increasing employment opportunities provide greater choice for residents to work locally which supports a more self-sufficient local economy reducing travel outside the LGA.

Zoning of adjoining properties

The proposal will result in five residential properties along Cole Street zoned GRZ enclosed by GBZ, which is effectively an undesirable spot zoning. Zone interfaces (i.e, boundaries) that are extensive in length relative to their area represent significant challenges in managing the competing or contradictory land use objectives.

As public consultation has not commenced at this stage it is unknown whether owners of these properties would support the rezoning or not. If they support, one could expect that they would also support their property being included in the GBZ.

The preferred land use outcome would be that all properties along Cole Street neighbouring the rezoning would also be included in the rezoning. LUPAA creates some impediments to this in that the applicant can not include any land in their request without land owner consent.

It is envisaged that should the request be approved Council would consult with neighbouring owners and potentially submit a separate rezoning proposal.

Regional Strategy and Policy

For the amendment to be approved, compliance with the *Southern Tasmania Regional Land Use Strategy 2010-2035* (STRLUS) must be demonstrated. Attachment 4 provides a detailed assessment of the amendment against the relevant STRLUS policies.

This following section discusses:

- Supply and Demand, and
- Activity Centre Network.

Supply and Demand

The STRLUS includes policies of:

- *Encourage an appropriate mix of uses in activity centres to create multi-functional activity in those centres*
- *Provide for 10 – 15 years growth of existing activity centres through appropriate zoning within planning schemes*

Demand

Demand for business land is predominately driven by population growth along with demographic change, new technologies and changing consumer preferences. In the context of Sorell, population growth is considered the most significant variable.

A ratio of 2.2m^2 of new floor area per additional resident is a commonly used simplified approach to estimating demand. There is approximately 47,821m^2 of business floor area in the town across retail, service industry, healthcare, community, food and beverage and professional services. For the LGA population 16,743 from the recent census (which corresponds with the floor area estimates) there is a ratio of 2.5m^2 of floor area per resident. Thus, the ratio of 2.2m^2 appears valid in the local context.

The 2024 Department of Treasury and Finance medium series population projection is for a LGA population increase of 5,316 persons by 2044. This equates to a floor area demand of 11,695m^2 or approximately 600m^2 per year to 2044. Assuming a single storey form and a 50% site cover this floor area translates to a land demand of 2.4 hectares. Note that the forecast for the retail catchment identified in the locationiq report is a 6,600 increase by 2044.

Based on population and demographic change, future demand is likely to be highest for:

- Supermarket retailing
- Medical and pharmacy
- Fast food
- Gym & fitness
- Food services, and
- Entertainment.

Supply

The GBZ covers 20.1 hectares of private land. A notable characteristic of the existing land use pattern is the prevalence of residential land use across the zone and particularly within established precincts along Pelham and Somerville Streets. Additionally, there are a number of heritage listed dwellings across the General Business Zone as well as a lot pattern that continues to reflect the original residential land releases. The GBZ also includes an established precinct focused on community-based land uses that includes the health centre, memorial hall, jobs hub, Council CAC and emergency hub. These existing characteristics – heritage dwellings, residential precincts and small, fragmented lots – combined add to uncertainties regarding the ultimate development potential across the GBZ, particularly for larger floor area developments.

GBZ supply was assessed in the Land Supply Strategy 2019 as follows and assumed to be sufficient until 2039:

- 2.06 hectares vacant,
- 0.52 hectares underutilised, and
- 3.79 hectares with dwellings.

These figures can be revised in light of subsequent activity. There is now 1.3 hectares of vacant land. Since 2019, CAC land has been developed for the emergency services hub, jobs hub and plaza and the centrelink development has also taken place. With the rezoning of the Dubs and Co

Unit development from the General Business Zone to the General Residential Zone, the area with dwellings is now 2.7 hectares, rather than 3.79 hectares.

Current GBZ supply consists of:

- Future redevelopment of the Gateway Plaza and library/saleyards vacant site;
- Future redevelopment of the residential properties between the CAC and Station Lane;
- Vacant land along Dubs and Co Drive; and
- General redevelopment of other properties.

This above is with the assumption that:

- The balance CAC land is retained for community purposes;
- Residential uses prevent commercial development at Pelham Street to Fitzroy Street and along Somerville Street and will continue to do so until such time that land values exceeds capital value (which enables demolition and redevelopment); and
- Heritage buildings are not redeveloped.

Of the current GBZ supply, any redevelopment of land between the CAC and Station Lane is similarly constrained by market conditions whereby capital (i.e., house) values exceed land value and constrain the financial viability of redevelopment projects. The constraints are less here than in other locations due to the larger lot sizes and projects may become viable over the next 20 years and therefore should be included in current supply.

Discussion

There is a clear case that the GBZ has limited supply which in light of continued population growth and the towns role as a sub-regional hub is a significant concern. The reality is that the capacity to accommodate future commercial development under current zoning is entirely dependent on what may occur at the Gateway Plaza.

Long-term planning for Sorell supports the retention of a single activity centre supported by new industrial land. This strategy requires a medium to long-term perspective to ensure that there is sufficient land supply.

The proposal represents a significant opportunity to support this subregional role of Sorell. At present the site offers little amenity or social-economic benefit and even under full development offered by the current zoning would meet only meet a small part of the residential supply and demand equation.

The scale of the site secures supply beyond the 15 year time horizon (and 20 year time horizon that the next STRLUS iteration will require). It is considered reasonable to apply a longer term horizon given the combined factors of a sub-regional centre, population projections and the one activity centre strategy.

Activity Centre Network

The STRLUS sets out an activity centre network. An activity centre "means a place that provides a focus for retail, commercial, services, employment, and social interaction in cities and towns". Strategies in the STRLUS include to:

> *Support the activity centre hierarchy by promoting complimentary use and development to strengthen efficiencies within activity centres and, where possible, avoid unnecessary competition between activity centres.*

Sorell is classified as a *rural service centre* (Brighton, Huonville, New Norfolk, Oatlands, Sorell), which sits in the hierarchy below a *major activity centre* (Moonah, Bridgewater), below a principal activity centre (Glenorchy, Rosny Kingston) and below a *primary activity centre* (Hobart CBD).

The economic assessment expects that large floor retail activity may take up to 47% of large floor area retail spending across the catchment. The spending occurs in part in Cambridge Park, Rosny, Moonah and Hobart CBD. The expected spend is significant in a local context but insignificant in the context of the activity centre network given the scale of the higher order activity centres. There are no concerns that the proposal will lead to any competition with, or impact to, other activity centres.

The proposal will support an expanded range of use and development that will strengthen the Sorell activity centre in the sense that it can better retain local expenditure, support employment and assist to secure a viable and sustainable range of economic opportunities to meet population needs. It is difficult to comment on the efficiency element put forward by STRLUS beyond noting that competition (and any inefficiencies associated with undue competition) are unrealistic.

State Strategy and Policy

Attachment 4 provides a detailed assessment of the amendment against the relevant State policies.

Conclusions On The Amendment

The amendment is consistent with the objectives and other requirements of the *Land Use Planning and Approvals Act 1993.*

Shane Wells
Manager Planning

Attachments:

Attachment 1. Modified Draft Amendment (as Recommended)
Attachment 4. Detailed LPS Criteria Assessment

Separate Attachments:
Attachment 2. Planning Report December 2024 (IreneInc)
Attachment 3. Economic Impact Assessment April 2024 (Locationiq)

Attachment 1 – Modified Draft Amendment (As Recommended)

TASMANIAN PLANNING SCHEME - SORELL

PLANNING SCHEME AMENDMENT

AM-SOR-5-2024-214-1

Pursuant to the Land Use Planning and Approvals Act 1993

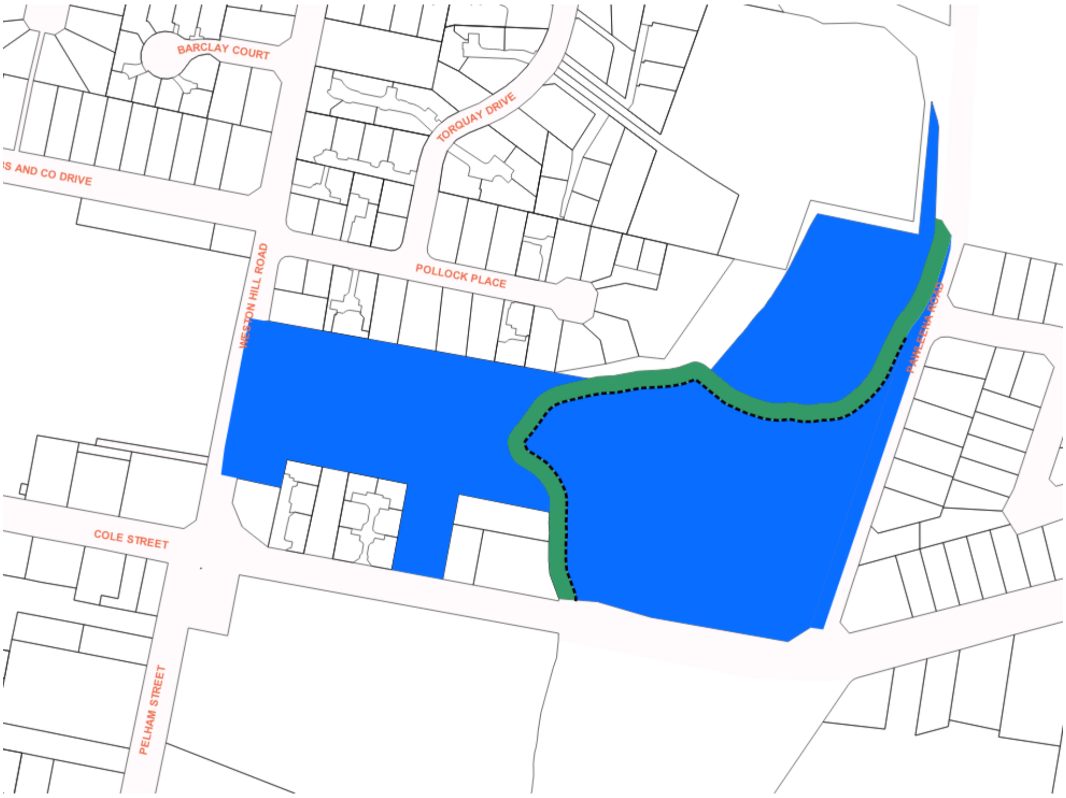
Location

3 Weston Hill Road, Sorell (CT 239252/1),
5 Cole Street, Sorell (CT 230862/1), and
2 Pawleena Road, Sorell (folio of the Register 52621/1; 61/654; 222468/1)

Description

In two parts

Part 1: Apply the General Business Zone and Open Space Zone (below).



Legend

General Business Zone

Open Space Zone

- - - - - Zone boundary for the Open Space Zone is a ten metre offset to the south and east from line of rivulet as described by folio of the Register 52621/1; 61/654; 222468/1

Part 2

Insert the following site specific qualifications.

Reference Number	Site Reference	Folio of the Register	Description	Relevant Clause in State Planning Provisions
SOR-15.1	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the No Permit Required Use Class of General Retail and Hire for this site is: "If for: (a) a minimum gross floor area (GFA) of 300m^2 per tenancy; and (b) If not for a supermarket".	General Business Zone – clause 15.2 Use Table
SOR-15.2	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the Permitted Use Class of Bulky Goods Sales for this site is: "If for a minimum gross floor area (GFA) of 300m^2 per tenancy".	General Business Zone – clause 15.2 Use Table
SOR-15.3	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	A additional Objective, Acceptable Solution and Performance Criteria for to 15.4.2 setbacks: **Objective:** That building setback:	General Business Zone – clause 15.4.2 Setbacks

			(d) does not cause an unreasonable loss of amenity to adjoining open space zone. **A4** Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m. **P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.	
SOR-15.3	3 Weston Hill Road, Sorell	(CT 239252/1 and 9444/4)	An additional Objective, Acceptable Solution and Performance	General Business Zone – clause 15.4.2 Setbacks

			Criteria for to 15.4.2 setbacks: **Objective:** That building setback: (d) does not cause an unreasonable loss of amenity to adjoining open space zone. **A4** Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m. **P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.	

SORELL PLANNING AUTHORITY (SPA) MINUTES

17 DECEMBER 2024

COUNCIL CHAMBERS

COMMUNITY ADMINISTRATION CENTRE (CAC)

MINUTES

FOR THE SORELL PLANNING AUTHORITY (SPA) MEETING HELD AT THE COMMUNITY ADMINISTRATION CENTRE (CAC), 47 COLE STREET, SORELL ON TUESDAY 17 DECEMBER 2024

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1.0 ATTENDANCE

^

Chairperson Mayor Gatehouse
Councillor B Nichols
Councillor S Campbell
Councillor M Larkins
Councillor C Torenius
Robert Higgins, General Manager

Staff in attendance:

Shane Wells – Manager Planning
Shannon McCaughey

2.0 APOLOGIES

Councillor M Reed
Councillor M Miro Quesada Le Roux

Deputy Mayor C Wooley - Absent
Councillor N Reynolds - Absent

3.0 CONFIRMATION OF THE MINUTES OF 10 DECEMBER 2024

RECOMMENDATION

"That the Minutes of the Sorell Planning Authority (SPA) Meeting held on 10 December 2024 be confirmed."

55/2024 LARKINS / NICHOLS

"That the recommendation be accepted."

The motion was put.

For: Gatehouse, Nichols, Campbell, Larkins and Torenius

Against: None

The motion was **CARRIED.**

4.0 DECLARATIONS OF PECUNIARY INTEREST

The Mayor requested any Councillors to indicate whether they had, or were likely to have, a pecuniary interest in any item on the agenda.

No committee member indicated that they had, or were likely to have, a pecuniary interest in any item on the agenda.

In considering the following land use planning matters the Sorell Planning Authority intends to act as a planning authority under the *Land Use Planning and Approvals Act 1993*.

5.0 LAND USE PLANNING

5.1 SUBDIVISION APPLICATION NO. 7.2020.7.1

Applicant:	D G J Potter
Proposal:	2 Lot plus balance subdivision
Site Address:	51 Annie Street, Dunalley (CT 207552/4) and road reservation
Planning Scheme:	*Tasmanian Planning Scheme - Sorell*
Application Status	Discretionary
Relevant Legislation:	Section 57 of the Land *Use Planning and Approvals Act 1993 (LUPAA)*
Reason for SPA meeting:	Subdivision creates more than one lot.

Relevant Zone:	Rural Living Zone	
Proposed Use:	N/A	
Applicable Overlay(s):	C7.0 Priority Vegetation Area C11.0 Coastal Inundation Hazard Area	
Applicable Codes(s):	C3.0 Road and Rail Assets	
Valid Application Date:	31 October 2024	
Decision Due:	24 December 2024	
Discretion(s):	1	Frontage
	2	Road
	3	Sewer
Representation(s):	Nil	

RECOMMENDATION
That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve that Planning Application 7.2020.7.1 for a 2 Lot plus balance Subdivision at 51 Annie Street, Dunalley be approved, subject to the following conditions:

1. Except where modified by a condition of this permit, the use and development must be substantially in accordance with the endorsed plans and documents:

   a) P12 (proposal plan dated 31 October 2024)
   b) P12 (bushfire hazard report by Rogerson and Birch version 1.5 dated 25 May 2025)
   c) P12 (concept engineering layout by Hutchins Spurr dated June 2024)

2. Staging must be in accordance with the endorsed plans and documents unless otherwise agreed to in writing by the General Manager.

3. As no provision has been made for Public Open Space or improvements thereto and, having formed the opinion that such a provision should be made, Council invokes the provisions of Section 117 of the *Local Government (Building and Miscellaneous Provisions) Act 1993* and requires security equivalent of 5% of the improved value of the gross area of the subdivision.

   This should be in the form of a direct payment made before the sealing of the final plan or, alternatively, in the form of security provided under Section 117 of the Act.

   The subdivider is to obtain a report from an Independent Registered Valuer for the purposes of determining the improved value of the gross area of the subdivision. The date to which the valuation is to be done must be within 3 months of the date of lodgement of the Final Plan of subdivision. Please refer to Council's Open Space Policy for valuation requirements.

4. All land noted as roadway, footway, open space or similar must be transferred to Council. Complete transfer documents that have been assessed for stamp duty, must be submitted with the final plan of survey.

5. Prior to sealing any final plan, all recommendations of the bushfire hazard management plan must be complete and be certified by a suitably qualified person.

6. The proposed road is to be developed as a private access road serving each lot of the subdivision.

7. Each lot is to be provided with reciprocal rights of way over the private access road.

8. Rights of way negotiated with the Crown must not restrict any other person or Council from obtaining a right of way or other means of approved public use and access.

Development Engineering

General

9. Prior to the commencement of works, engineering design drawings showing all work required by this planning permit, and any additional work proposed, must be prepared in accordance with the current:

   a) Tasmanian Subdivision Guidelines
   b) Tasmanian Municipal Standard - Specifications
   c) Tasmanian Municipal Standard - Drawings
   d) Any relevant Council policy.

   Advice:
   i. The Tasmanian Subdivision Guidelines, Specification and Drawings are available at www.lgat.tas.gov.au.
   ii. Justifiable variations from the Tasmanian Subdivision Guidelines, Specifications or Drawings may be approved where the alternative solution is to a no lesser quality in terms of infrastructure performance or maintenance costs over the life of the asset.
   iii. Where there exists any conflict(s) between the Tasmanian Subdivision Guidelines, Specifications, or Drawings and this permit, any requirements of this permit shall take precedence.
   iv. Engineering design drawings will expire two years after their approval and will be endorsed as such.

10. Prior to works commencing, the following fees must be paid for each stage of construction:

    a) Engineering design drawing assessment fee;
    b) Inspection fees for minimum estimated number of inspections.

    Where reassessment of engineering drawings or subsequent inspections are required, additional fees may be required.

    Advice: Council fees are set each financial year and can be found in the Sorell Council Fees and Charges schedule, available from Council

11. Works must not commence on site prior to the approval of engineering design drawings by the General Manager.

    Prior to works commencing, the developer must submit a Notice of Intention to Carry Out Work (available from Council) inclusive a certificate of currency for public liability insurance for the contractor and any sub-contractor.

12. Prior to sealing the final plan, the following works must be completed in accordance with the endorsed engineering design drawings:

a) Lot connections for each lot:
   i. Connection to the electricity network;
   ii. Connection to the telecommunication network (if available).
b) Shared private access road generally in accordance with the Hutchins Spurr design dated June 2024

13 Mandatory audit inspections are required in accordance with the Tasmanian Subdivision Guidelines. The developer must provide a minimum 48 hours notice.

14. Works must be completed to a standard that is to the satisfaction of the Council General Manager.

Telecommunications & Power

15. Prior to sealing the final plan of survey, the developer must submit to Council either:

a) a completed exemption from the installation of fibre ready pit and pipe notice, or
b) a "Provisioning of Telecommunications Infrastructure – Confirmation of final payment", or
c) "Certificate of Practical Completion of Developer's Activities" from Telstra or NBN Co.

Advice: Please refer to Notice under Telecommunications (Fibre-ready Facilities – Exempt Real Estate Development Projects) Instrument 2021" at https://www.communications.gov.au/policy/policy-listing/exemption-pit-and-pipe-requirements/development-form

16. Prior to sealing the final plan of survey, the developer must submit written advice from TasNetworks confirming that either:

a) all conditions of the Agreement between the Owner and authority have been complied with; or
b) future lot owners will not be liable for network extension or upgrade costs, other than individual property connections at the time each lot is further developed. that

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

Legal

- The permit does not take effect until 15 days after the date that this permit was served on you as the applicant and each representor provided that no appeal is lodged as provided by s53 of the Land Use Planning and Approvals Act 1993.

- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.

- Any changes to the use or development approved, may be deemed as substantially in accordance with the permit or may first require either a formal amendment to this permit or a new permit.

Asset Protection

- In accordance with the Local Highway Bylaw 2 of 2015, the owner is required to repair any damage to any Council infrastructure caused during construction.

- Council recommends contacting Dial-Before-You-Dig (phone 1100 or www.1100.com.au) before undertaking any works.

Other Approvals

- All stormwater management measures and designs on the endorsed plans and documents, together with any related permit condition, constitutes General Managers consent under section 14 of the *Urban Drainage Act 2013*.

- This permit does not imply that any other approval required under any other by-law or legislation has been granted.

Generally

- Requirements for works or other outcomes to the satisfaction of the General Manager will be delegated to the appropriate officer for determination.

- All engineering related queries should be directed to the Development Engineer. The Council General Manager has delegated functions relevant to the permit to the Development Engineer.

- Sealing of a final plan of survey is subject to a prescribed Council fee at the date of lodgement of the final plan or survey. Land Title Office fees must be paid directly to the Recorder of Titles.

- The final plan of survey is inclusive of any schedule of easement and Part 5 Agreement.

- The final plan of survey will not be sealed until all works required by this permit are complete. On lodgement of the final plan of survey, inspections will be undertaken ,unless otherwise advised by the developer, and additional inspection fees will apply to incomplete or substandard works.

You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: (03) 6165 6790 or email resourceplanning@tascat.tas.gov.au

56/2024 LARKINS / CAMPBELL

"That the recommendation be accepted."

The motion was put.

For: Gatehouse, Nichols, Campbell, Larkins and Torenius

Against: None

The motion was **CARRIED.**

5.2 SCHEME AMENDMENT NO. 5.2024.214.1

Applicant:	Ireneinc Planning and Urban Design
Proposal:	Section 40F – Rezone to Open Space to General Business and site specific qualifications
Site Address:	3 Weston Hill Road, Sorell (CT 239252/1 and 9444/4), 5 Cole Street, Sorell (CT 230862/1) and 2 Pawleena Road, Sorell (CT 52621/1, 61/654 and 222468/1)
Planning Scheme:	*Tasmanian Planning Scheme Sorell (TPS-S)*
Relevant Legislation:	Part 3B of the *Land Use Planning and Approvals Act 1993 (LUPAA)*
Reason for SPA meeting:	No delegated authority for a planning scheme amendment

Existing Zone:	General Residential, Low Density Residential and Open Space
Proposed Zone:	General Business and Open Space
Valid Application Date:	07 November 2022
Decision Due:	18 December 2023 (extension granted from the Tasmanian Planning Commission)
Representation(s):	N/A

RECOMMENDATION

a) That pursuant to Section 40D(a) of the *Land Use Planning and Approvals Act 1993*, the Planning Authority prepare Amendment AM-SOR-5.2024-214-1 to the Sorell Local Provisions Schedule for land at 2 Pawleena Road, Sorell (52621/1, 61/654 and 222468/1), 3 Weston Hill Road (239252/1, 9444/4) and 5 Cole Street (230862/1) to rezone to part General Business Zone and part Open Space Zone and include two site specific qualifications (as set out at section 7.2 of Attachment 2 (Planning Submission by IreneInc) to the report).

b) That pursuant to Section 40F(2)(b) of the Land Use Planning and Approvals Act 1993, AM-SOR-5-2024.214.1 be modified to include site specific provisions related to setback from the Open Space Zone, as set out in Attachment 1 to the report

c) That pursuant to Section 40 *and Use Planning and Approvals Act 1993*, AM-SOR-5-2024.214.1 is certified as meeting the LPS criteria.

d) That in accordance with Section 40G of the *Land Use Planning and Approvals Act 1993*, the Planning Authority places the amendment on public exhibition for a period of 28 days.

57/2024 LARKINS / CAMPBELL

"That the recommendation be accepted."

The motion was put.

For: Gatehouse, Nichols, Campbell, Larkins and Torenius

Against: None

The motion was **CARRIED.**

5.3 DEVELOPMENT APPLICATION NO. 5.2024.267.1

Applicant:	Loci Architecture & Planning
Proposal:	Extension to Memorial Hall
Site Address:	47 Cole Street, Sorell (CT 164990/1)
Planning Scheme:	*Tasmanian Planning Scheme (Sorell LPS)*
Application Status	Permitted
Relevant Legislation:	Section 57 of the Land *Use Planning and Approvals Act 1993 (LUPAA)*
Reason for SPA meeting:	Council land

Relevant Zone:	15.0 General Business
Proposed Use:	Community Meeting and Entertainment (Other)
Applicable Overlay(s):	Clause C2.0 Parking and Sustainable Transport Code
Applicable Codes(s):	Nil.
Valid Application Date:	13 November 2024
Decision Due:	17 December 2024
Discretion(s):	Nil
Representation(s):	Not Applicable

RECOMMENDATION

That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve that Planning Application 5.2024.267.1 for an Extension to Memorial Hall at 47 Cole Street, Sorell be approved, subject to the following conditions:

1. Except where modified by a condition of this permit, the use and development must be substantially in accordance with the endorsed plans and documents:

   a) P1 Design drawings by Loci Architecture & Planning Dated 10/10/2024; and
   b) P1 Car Parking Assessment by Ratio Dated 29/072024.

2. Storm water shall be discharged to the existing piped Council Storm water system.

3. The development shall be undertaken with all the requirements of TasWater.

4. Unless otherwise approved in writing by the General Manager, during construction:

   a) soil, building waste and debris must only leave the site in an orderly fashion to be dispose of at an approved facility;
   b) any damaged or unclean private or public infrastructure must be promptly rectified; and

c) public land, footpaths and roads must not be unreasonably obstructed.

5. Equipment, materials, waste and machinery stored externally must be located or screened to restrict visibility from any public road, public land or adjoining residence.

   This condition is to maintain the amenity and appearance of the site and to avoid unsightly storage of items.

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

Legal

- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.

Asset Protection

- In accordance with the *Local Highway Bylaw 2 of 2015*, the owner is required to repair any damage to any Council infrastructure caused during construction.

- Council recommends contacting Dial-Before-You-Dig (phone 1100 or www.1100.com.au) before undertaking any works.

Other Approvals

- All stormwater management measures and designs on the endorsed plans and documents, together with any related permit condition, constitutes General Managers consent under section 14 of the *Urban Drainage Act 2013*.

- This permit does not imply that any other approval required under any other by-law or legislation has been granted.

- Separate building and plumbing approval may be required prior to the commencement of the development/use.

You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: (03) 6165 6790 or email resourceplanning@tascat.tas.gov.au

58/2024 TORENIUS / LARKINS

"That the recommendation be accepted."

The motion was put.

For: Gatehouse, Nichols, Campbell, Larkins and Torenius

Against: None

The motion was **CARRIED.**

5.4 DEVELOPMENT APPLICATION NO. 5.2024.261.1

Applicant:	Loci Architecture & Planning
Proposal:	Amenities Block
Site Address:	30 Montagu Street, Sorell (CT 125722/1)
Planning Scheme:	*Tasmanian Planning Scheme (Sorell LPS)*
Application Status	Permitted
Relevant Legislation:	Section 57 of the Land *Use Planning and Approvals Act 1993 (LUPAA)*
Reason for SPA meeting:	Council land

Relevant Zone:	26.0 Utilities	
Proposed Use:	Transport Depot and Distribution	
Applicable Overlay(s):	Nil.	
Applicable Codes(s):	Nil.	
Valid Application Date:	25 October 2024	
Decision Due:	20 December 2024	
Discretion(s):	1	Nil.
	2	
Representation(s):	Not Applicable	

RECOMMENDATION
That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve that Planning Application 5.2024.261.1 for a Amenities Block at 30 Montagu Street, Sorell be approved, subject to the following conditions:

1. Except where modified by a condition of this permit, the use and development must be substantially in accordance with the endorsed plans and documents:

   a) P1 Building Design Plans (TP01) from Loci Architecture + Planning Dated 10/10/2024.

2. Storm water shall be discharged to the existing piped Council Storm water system.

3. The development shall be undertaken with all the requirements of TasWater.

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

Legal

- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.

Asset Protection

- In accordance with the *Local Highway Bylaw 2 of 2015*, the owner is required to repair any damage to any Council infrastructure caused during construction.

- Council recommends contacting Dial-Before-You-Dig (phone 1100 or www.1100.com.au) before undertaking any works.

Other Approvals

- All stormwater management measures and designs on the endorsed plans and documents, together with any related permit condition, constitutes General Managers consent under section 14 of the *Urban Drainage Act 2013*.

- This permit does not imply that any other approval required under any other by-law or legislation has been granted.

- Separate building and plumbing approval may be required prior to the commencement of the development/use.

General

You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: (03) 6165 6790 or email resourceplanning@tascat.tas.gov.au

59/2024 NICHOLS / LARKINS

"That the recommendation be accepted."

The motion was put.

For: Gatehouse, Nichols, Campbell, Larkins and Torenius

Against: None

The motion was **CARRIED.**

Meeting closed at 4.40pm

MAYOR GATEHOUSE
CHAIRPERSON
17 DECEMBER 2024

TASMANIAN PLANNING SCHEME - SORELL

PLANNING SCHEME AMENDMENT

AM-SOR-5-2024-214-1

Pursuant to the Land Use Planning and Approvals Act 1993

Location

3 Weston Hill Road, Sorell (CT 239252/1),
5 Cole Street, Sorell (CT 230862/1), and
2 Pawleena Road, Sorell (folio of the Register 52621/1; 61/654; 222468/1)

Description

In two parts

Part 1: Apply the General Business Zone and Open Space Zone as shown below.

Part 2

Insert the following site specific qualifications.

Reference Number	Site Reference	Folio of the Register	Description	Relevant Clause in State Planning Provisions
SOR-15.1	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the No Permit Required Use Class of General Retail and Hire for this site is: "If for: (a) a minimum gross floor area (GFA) of 300m^2 per tenancy; and (b) If not for a supermarket".	General Business Zone – clause 15.2 Use Table
SOR-15.2	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional qualification for the Permitted Use Class of Bulky Goods Sales for this site is: "If for a minimum gross floor area (GFA) of 300m^2 per tenancy".	General Business Zone – clause 15.2 Use Table
SOR-15.3	2 Pawleena Road, Sorell	52621/1, 61/654 and 222468/1	An additional Objective, Acceptable Solution and Performance Criteria for to 15.4.2 setbacks: **Objective:** That building setback:	General Business Zone – clause 15.4.2 Setbacks

			(a) is compatible with the streetscape; (b) does not cause an unreasonable loss of residential amenity to adjoining residential zones; and (c) does not cause an unreasonable loss of amenity to adjoining open space zone; (d) minimises opportunities for crime and anti-social behaviour through setback of buildings. **A4** Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m. **P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.	

SOR-15.3	3 Weston Hill Road, Sorell	(CT 239252/1 and 9444/4)	An additional Objective, Acceptable Solution and Performance Criteria for to 15.4.2 setbacks: **Objective:** That building setback: (a) is compatible with the streetscape; (b) does not cause an unreasonable loss of residential amenity to adjoining residential zones; and (c) does not cause an unreasonable loss of amenity to adjoining open space zone; (d) minimises opportunities for crime and anti-social behaviour through setback of buildings. **A4** Building, excluding for pedestrian or vehicle access, must have a setback from the Open Space Zone of not less than 10m. **P4** Buildings must be sited to not cause an unreasonable loss of amenity to land within an Open Space Zone, having regard to: (a) overshadowing	General Business Zone – clause 15.4.2 Setbacks

			and reduction in sunlight; (b) visual impacts caused by the apparent scale, bulk or proportions of the building when viewed from the Open Space Zone.	

The Common Seal of the Sorell Council has been hereunto Duly affixed in the presence of:	))))))	General Manager
Date: 17 December 2024		